

Report of the Quetico  
Provincial Park  
Advisory Committee

QUETICO PARK

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Quetico Provincial Park Advisory Committee

Report



May 26, 1972

The Honourable Leo Bernier  
Minister  
Ministry of Natural Resources  
Province of Ontario  
Parliament Buildings  
TORONTO, Ontario

Dear Mr. Minister:

It is my pleasure on behalf of the Quetico Provincial Park Advisory Committee to submit their unanimous report and recommendations on a management plan for Quetico Park. This is in compliance with the terms of reference given to the Committee at the time of its appointment on June 25, 1970.

Our report covers both immediate and long-term plans for the use and management of this unique Provincial Park. It is our sincere hope, Mr. Minister, that you will give immediate and careful study to the recommendations, which are the result of so many months of study and assimilation of information provided by persons from all walks of life.

Finally, it has been a privilege personally to serve the Government of Ontario in this matter. As Chairman, my task was made comparatively easy by the high calibre of person chosen to act on the Committee. They were both enthusiastic, knowledgeable, and men of judgment. The Report bears the imprint of their dedication.

Sincerely yours,

S. G. Hancock  
Chairman  
Quetico Park Advisory Committee



### Members of the Advisory Committee

The Honourable Rene Brunelle, then Minister of Lands and Forests, Province of Ontario, appointed under date of June 25, 1970, the following persons as members of the Quetico Provincial Park Advisory Committee:

#### *Chairman:*

Mr. Sydney G. Hancock

#### *Vice-Chairman:*

Mr. Clifford McIntosh

#### *Members:*

Dr. Albert E. Berry  
Dr. Harold S. Braun  
Mr. James H. Jessiman, M.P.P.  
Mr. Andrew Jourdain  
Dr. Antonius H. J. Lovink  
Mr. Alexander Phillips  
Mr. T. Patrick Reid, M.P.P.  
Mr. John B. Ridley  
Mr. John E. Stokes, M.P.P.  
Mr. H. Alan L. Tibbetts

#### *Secretary*

Mr. Robert T. Thomson

### Terms of Reference

The following terms of reference related to a long-range management plan for Quetico Provincial Park were set for the Advisory Committee by the Honourable Rene Brunelle, then Minister of Lands and Forests:

1. To advise the Minister of Lands and Forests on those policy matters that he refers to it.
2. To hold hearings, to accept briefs and presentations from groups and individuals, and to interpret these public viewpoints as part of the planning process.
3. To periodically report to the Minister on the progress of the planning, in order that the public may be informed.

"A man ought to read just as inclination leads him: for what he reads as a task will do him little good."

Samuel Johnson

"Still stands the forest primeval; but under the shades of its branches dwells another race, with other customs and language. . ."

Longfellow's Evangeline



#### *Standing left to right:*

H. Alan L. Tibbetts, James H. Jessiman,,  
Andrew Jourdain, John E. Stokes,  
Dr. Antonius H. J. Lovink, Alexander Phillips,  
Harold S. Braun, John B. Ridley, T. Patrick Reid

#### *Seated left to right:*

Robert T. Thomson, Clifford McIntosh,  
Sydney G. Hancock, Dr. Albert E. Berry

## **Members of the Advisory Committee**

The Honourable Rene Brunelle, then Minister of Lands and Forests, Province of Ontario, appointed under date of June 25, 1970, the following persons as members of the Quetico Provincial Park Advisory Committee:

### *Chairman:*

Mr. Sydney G. Hancock, Atikokan

### *Vice-Chairman:*

Mr. Clifford McIntosh, Quetico Centre

### *Members:*

Dr. Albert E. Berry, Toronto

Dr. Harold S. Braun, Thunder Bay

Mr. James H. Jessiman, M.P.P., Thunder Bay

Mr. Andrew Jourdain, Lac LaCroix

Dr. Antonius H. J. Lovink, Ottawa

Mr. Alexander Phillips, Thunder Bay

Mr. T. Patrick Reid, M.P.P., Fort Frances

Mr. John B. Ridley, Toronto

Mr. John E. Stokes, M.P.P., Schreiber

Mr. H. Alan L. Tibbetts, Fort Frances

### *Secretary:*

Mr. Robert T. Thomson, Thunder Bay





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## Interpretation of Terms

Where certain technical terms, and words of more recent application, are found in this report they are intended to have the following connotations:

*Boundary Waters Canoe Area*—A part of the Superior National Forest across the border in the United States and south of Quetico Park, set aside by that country as a wilderness recreational area.

*Buffer Zone*—A defined area adjacent to Quetico Park in which certain restrictions are applied to protect the use of the Park proper.

*Classification of Provincial Parks*—A system of classification of the Provincial Parks of Ontario—published in 1967, by the Department of Lands and Forests.

*Committee*—Quetico Provincial Park Advisory Committee to the Honourable, the Minister, the Ministry of Natural Resources.

*Day User*—One who uses the Park for the day only.

*Department*—refers to the Ministry of Natural Resources (formerly Department of Lands and Forests).

*Ecology*—Study of the relations of animals and plants, particularly of animal and plant communities, to their surroundings.

*Ecosystem*—A natural world in which there exists an inter-relationship among animals, plants, and all their surroundings.

*International Boundary*—the boundary between Canada and the United States.

*International Joint Commission*—A Commission appointed by the Canadian and United States Governments to deal with certain boundary problems.

*Mathieu Camp*—A logging camp owned and operated within the boundaries of the Park by Jim Mathieu Lumber Ltd. (Domtar).

*Minister*—The Minister of the Ministry of Natural Resources.

*National Park*—A park owned by the Government of Canada.

*Natural Zone*—An area left in its natural state.

*Nature Reserve*—An area set aside for scientific study and research but without destruction or removal of plant species.

*Park Environment*—The park and all factors in the surroundings which may affect it.

*Pictograph*—A painting on rocks, particularly prominent in Quetico.

*Primitive*—Left to nature and untouched by man. It does not, in the case of a park, mean the original forest, since nature exercises severe attacks.

*Provincial Park*—A park administered by the Province of Ontario.

*Scientific Activities*—Study of science in respect to Quetico Park.

*Superior National Forest*—The National Forest of the United States Government in the State of Minnesota and adjacent to Quetico Park.

*Task Force*—The Committee appointed to provide data and information for the Advisory Committee.

*User Day*—Use of Park by one person for one day.

*Wilderness*—An area left to the action of natural forces.



## Procedures and Recommendations

The methods involved in the approach to the problems assigned to the Committee and their examination in critical detail may be outlined under the following steps:

### Procedures

1. The members of the Committee promptly familiarized themselves, through extensive field visits, with conditions in the Park.
2. A Task Force was assigned by the Department to study and research all areas of factual information needed by the Committee. The members of this Task Force were specialists in various fields of activity in the then Department of Lands and Forests.
3. The Committee also received information, personal and documentary, from experienced authorities in Canada and the United States.
4. Meetings of the Committee were held as frequently as required to arrive at conclusions and to develop appropriate recommendations. A total of 25 meetings, for a total of 41 days was involved. The Committee met at Fort Frances, Lac La Croix Indian Village and points within the Park, Atikokan, Quetico Centre, Thunder Bay and Toronto.
5. One of the initial tasks of the Committee was to solicit public opinion and advice. To achieve this, advertisements were placed in the press throughout the Province. The Committee received 263 written briefs and some 4500 letters from interested persons not only in Ontario, but also other parts of Canada and the United States.
6. Scheduled public hearings were held, morning, afternoon and night, at Fort Frances, Atikokan, Thunder Bay and Toronto. Total attendance at these was 1120, and 144 oral presentations were made to the Committee.
7. The different backgrounds of experience and training among the Committee members assisted in analyzing and interpreting the various aspects of the information secured.

The application of the foregoing procedures enabled the Committee to arrive at certain conclusions, both policy and administrative, resulting in the recommendations contained in detail in this report.

The Quetico Provincial Park Advisory Committee, accordingly, and within the scope of the Terms of Reference, makes the following recommendations to the Honourable, the Minister as summarized herewith and more fully discussed later in the report.

### Recommendations

Note:—the number appearing after the recommendation (e.g. 8.1.1) refers to the more detailed recommendation in Section 8 of the report.

1. The Government adopt and affirm as a policy for Quetico Park its preservation in perpetuity for the people of Ontario

as a wilderness area not adversely affected by human activities, and containing a natural environment of beauty, historical, and recreational significance, and that all uses and activities permitted in the Park be compatible with this all embracing objective. This proposal needs to be examined in the light of the present park classifications. The Committee believes that Quetico does not fall into any of the present "Classifications of Provincial Parks" (May 1, 1967), but that a new classification of "Wilderness Park" should be created. (8.1.1).

2. The present Park boundaries be revised, in order to reduce administrative problems, to conform more closely with the natural water boundaries, and to exclude Lac La Croix while including all of certain other lakes and areas. (8.1.2) Figure

3. The present buffer zone around the Park be altered to form three zones as follows:

*Zone A*—A buffer zone one mile beyond the recommended Park boundary, with certain delineations, and this continue to be retained as Crown lands.

*Zone B*—An area of restricted land use, to be specified in a land use plan, designed to protect the Park.

*Zone C*—The entire watershed area of the Park for the application of any restrictions necessary to safeguard the environment of the Park. (8.1.3) Figure

4. One or more nature reserves be set aside in the Park for scientific research into conditions affected by natural forces only, but these be excluded for general public access. (8.1.4)

5. No commercial logging be permitted within the Park, as previously recommended and adopted by the Government, and that this policy be incorporated into legislation. (8.1.5)

6. The Mathieu camp and all roads associated therewith be eliminated, and that all such roads and cut over areas be regenerated as soon as possible. (8.1.6)

7. The present policy of no mining or prospecting be continued within the confines of Quetico Park, and that existing mining claims, patents and licences of occupation be returned to the Crown with reasonable despatch. (8.1.7)

8. The fee schedule for the Park be adjusted from time to time, recognizing as a basis a greater contribution by users to the operating costs, and that non-resident users pay a higher fee commensurate with the cost of maintaining the international access points. (8.1.8)

9. Entry to the Park through the north by residents of the Province be encouraged by establishing additional access points. (8.1.9)

10. In order to protect certain areas of the Park against over use and to encourage greater use from Canadian entry points, a quota system be adopted. (8.1.10)

11. In order to protect the environment, and particularly the ecosystem, the ultimate goal for the Park encompass the banning of outboard motors, but because of the immediate effect

this would have on local situations, certain areas, as defined in Recommendation No. 8.1.11, be zoned for use of outboard motors of not greater than 10 HP. For the remainder of the Park this ban be made effective at once and these affected areas be appropriately posted and indicated on the maps. Figure (8.1.11)

12. The International Boundary Waters within the Park area be posted to prohibit the use of motors in excess of 10 HP, and that the same procedure be followed as for the waters zoned in the preceding Recommendation No. 11. (8.1.12)

13. An aircraft identified with the Ministry of Natural resources and permanently based in the Park area, be used exclusively for patrolling the Park. (8.1.13)

14. The management of the Park's environment include insect and disease control, fire control measures, sanitary logging practices (non-commercial), maintenance of good sanitary conditions, and the establishment of nature reserves. (8.1.14)

15. In view of the historical significance of the Dawson Route and the general interest of the travelling public in the area, additional or alternate facilities to French Lake be developed in an adjacent area, such as Windigoostigwan Lake, and that such site be equipped with a museum and archive centre and to contain all modern conveniences for the travelling public; and that the present French Lake area be retained in its present state for its traditional use by people of the area and as a starting point for canoeists entering the Park. When increased congestion limits its use solely for canoeists entering the Park, the public be given due notice of any proposed changes in administrative procedure. (8.1.15)

16. Legislation be enacted to put into effect the recommendations of this Committee, and provision be made that this be not changed without due public notice. (8.1.16)

17. The historical aspects of the area be retained through avoiding reconstruction or replacement of structures in the interior and by the protection of historical objects. (8.2.1)

18. No mechanical transport be permitted within the Park except for control, management, and law enforcement by the Ministry, by trappers, by aircraft as designated herein, and by outboard motors as outlined herewith. (8.2.2)

19. No aircraft be permitted to land in the Park, exclusive of Beaverhouse Lake, except for control, management, and law enforcement, and that a ceiling of at least 4,000 feet be observed over the Park. (8.2.3)

20. Rigid control be exercised over litter, and that modern and effective measures be utilized for this purpose. (8.2.4)

21. Trapping in the Park be limited to native people, and to others having existing trap lines but without transfer rights for the latter. (8.2.5)

22. No ice fishing be permitted, and that fish limits and seasons be controlled by the Ministry, and the use of live baitfish be prohibited in the Park. (8.2.6)

23. A training programme be instituted for resident guides, and the Ministry's policy in respect to guides and fees be reviewed with the ultimate aim to phase out non-resident guides, and when resident guides are available they be mandatory for large organized groups. (8.2.7)

24. No hunting or firearms be allowed in the Park. (8.2.8)

25. Sufficient personnel, equipment, and facilities be employed to administer the legislation and requirements of the Ministry, and that the necessary training and authority be given to these members of the field staff. (8.2.9)

26. No utilities be allowed in the Park, except in the fringe areas and then only when required for service. (8.2.10)

"Wilderness is a resource which can shrink but never grow. Invasions can be arrested or modified in a manner to keep an area useable either for recreation or science or wildlife. But the creation of new wilderness in the true sense is impossible. Any wilderness program is rear guard action through which retreats are reduced to a minimum."

The late Aldo Leopold, former editor of "The Sand County Almanac".



The task assigned to the Advisory Committee, within the Terms of Reference, has been vigorously pursued through committee meetings, public hearings, Park visits, studies by sub-committees, and the examination of reports, publications, and all relevant material available. The public hearings, accompanied by the submission of many briefs, have been most helpful in drawing attention to those matters of public concern at this time. The history of the Park, and actions taken by the successive Governments of the Province of Ontario, have been scrutinized in relation to present conditions and needs.

The Advisory Committee has constantly kept to the fore those problems which now exist or which might be anticipated for the future. The accumulated experiences from the lengthy administration of this Park, as well as others in the Province, have assisted the Committee in formulating decisions on recommended policy and general procedures.

The Committee is grateful to all who assisted in this programme. The suggestions and contributions of non-governmental groups and private citizens have been noted with great interest and commendation. In many instances these have been accepted and endorsed. The Quetico Foundation has made available all its comprehensive information gathered since the mid 1930's.

The staff of the Ministry of Natural Resources in particular have been tremendously helpful in preparing background material and in co-operating closely with the Committee. They have been most diligent in assembling a great deal of factual data required by the Committee. Their proficiency in this greatly expedited the progress of the study.

The report submitted herewith represents the studied findings and judgment of the Advisory Committee. It is to be emphasized that as environmental conditions change and public needs increase, park policy and administration must likewise be flexible and be kept in conformity with the changes. Periodic critical analyses would seem to be in order.

"Let me taste the old immortal  
Indolence of Life once more;  
Not recalling nor foreseeing,  
Let the great slow joys of being  
Well my heart through as of yore!  
Let me taste the old immortal  
Indolence of life once more!"

Bliss Carman

Quetico Park stands unique among the parklands of this continent. Situated in Northwestern Ontario, it possesses those many qualities which combine to stimulate the imagination and wonder of both visitors and would-be visitors.

Quetico will forever exist as a viable recognition of the foresight and wisdom of those visionaries among the people of Ontario who not only set aside this large tract of land, but who have also made continuous provision for its management and preservation for over sixty years. The objective was clear, that it might always be a great recreational asset for this Province. The early initiative is all the more noteworthy when it is recalled that this action was taken at a time when the call for recreational facilities did not arouse the public attention that is so prevalent today.

The Quetico area is massive, it is old but ever young, composed of lakes, streams, forests and green lands. It has been described as one of the few parts of North America which remains almost as it was before the coming of the white man. It is a heavily forested region, originally peopled by Ojibway Indians living mainly by hunting, fishing and trapping. It is unexcelled for canoe routes, a restful change for the holiday seeker, and with that faculty to create a feeling of contentment and pride of ownership in every resident of the Province. Its appeal and glamour have spread many miles beyond its boundaries—truly a jewel in the firmament of Ontario and a gem worth protecting.

What makes Quetico unique? Is it because of its wilderness appearance, a sanctuary for birds and animals? Is it the historical background, its forest of many kinds of trees, its numerous and scenic canoe trails, its solitude for the urban dweller, its rugged beauty, its numerous streams, lakes and portages, all winding through the wilderness, its proximity to the International Boundary and other vast forest lands in the United States, or is it a combination of all these attributes which tend to work their magic on all who visit it and to elicit visions of the possessive delight among others in Ontario and beyond its borders, who have seen it in pictures or words? Whatever may be the cause, the effects are there in large measure.

The well-known writer, the late Blair Fraser, in a Foreword to "Canoe Trails Through Quetico" by Keith Denis, expressed the quality of Quetico in these words:

"It is not easy to describe the peculiar charm of Quetico. The fishing is good but not sensational, the scenery delightful but not spectacular, the dozens of lakes not markedly different from each other or from many lakes on Canada's Precambrian Shield. What gives Quetico its special quality is a unique blend of past and present, history and geography. Here, preserved like a gilded fly in amber, is the Canadian wilderness as the explorers and fur traders knew it centuries ago, the Canada that caught the imagination of Samuel de Champlain and the Chevalier de la Salle, the Canada that David Thompson surveyed and Alexander MacKenzie travelled."

Those who aspire to proclaim and direct the future policies for Quetico will do well to search for advice of practical value from its past. Nature does not conceal her records. What can we gain from study of the post-glacial years of life as revealed in the records of the book of nature? Can these be interpreted in relation to present-day activities and needs? Let us turn back the pages and examine these records.

That Quetico has left its imprint on history is clear. Yes, it would not be inappropriate to apply the well worn cliché that it is "steeped in history". Many centuries ago Stone Age Nomads sought food and sustenance in this area. Succeeding cultures of the Copper People, the early woodland Indians, and the Ojibway or Chippewa Society left their life records. The latter people were present when the European voyageurs and explorers reached this region about 1600 A.D. The artwork of the Ojibway Nation can still be viewed in all its wonder and beauty in the park through the rock paintings or pictographs, which are considered to be the finest in North America.

It was the fur trade which brought the hunter from Europe. Eric W. Morse, in his book on the "Fur Trade Canoe Routes of Canada—Then and Now", says "The most sought-after fur was beaver, in the ruthless pursuit of which the fur traders had to go farther and farther west and north. When from 1778, they reached the frigid Athabasca and Mackenzie regions, the traders found a quality of fur which made the depleted and warmer areas to the south and east relatively uneconomic to trap. A transport and supply system spanning 4,000 miles had to be developed. Overcoming the formidable physical difficulties in moving the furs through a million square miles of northern wilderness out to the sea at Montreal or York Factory on Hudson Bay, and carrying back the trade goods—these essentially comprise the story of the fur trade in Canada."

There were presumably three fur trade routes in Canada;

1. the Hudson Bay Company route from York Factory to Edmonton via Norway House;
2. the Montreal fur traders' route from Lachine to Fort Chipewyan on Lake Athabasca; and
3. the various routes attempted across the Rockies to connect the Pacific with either Fort Edmonton or Fort Chipewyan.

Practically every important Canadian explorer, as distinct from discoverer—Champlain, Mackenzie, Noyon, La Verendrye, Brule, Nicolet, Thompson, Fidler, Hearne, Turnor, Fraser, Henday, Radisson, Groseilliers and Campbell—was either the servant of a fur company or in some other way connected with the search for furs and fur routes.

It was the Indian living in these areas who showed the trader how to adapt to the environment. The fur canoe was the ordinary Indian birchbark canoe but developed to its maximum strength and capacity; the provisions for the voyageurs while en route were almost entirely Indian in origin. Indian methods of fishing through the ice helped the trading posts through the winter; for travelling in winter, the trader adopted the Indian snowshoe, toboggan, and dog team. The Indian moreover, showed the trader the way to the fur-trade canoe routes. These were not discovered and engineered by white explorers: some had been in use since the passing of the last ice age. The Indian guided the explorer in, says Eric Morse.

The Montreal fur-traders' canoe route of the voyageurs was from Lachine up the Ottawa River to Mattawa, then along that river and portages to Trout Lake at North Bay. Going into Lake Nipissing and down the French River to Georgian Bay, thence along the North Channel above Manitoulin Island, portaging past Sault Ste. Marie and thence along the 450-mile



passage of the north shore of Lake Superior, they reached Grand Portage, ten miles south of the mouth of the Pigeon River, the present international border.

Two routes into the Quetico country were used. The first of these, the major route was used from approximately 1731 to 1798. It was from Grand Portage to Pigeon River, Mountain Lake, South Fowl Lake, North Fowl Lake, Gunflint, Saganaga, Knife, Basswood, Crooked, and Iron Lakes, Lac La Croix, Loon River, Sandpoint, Namakan, and Rainy Lakes. This is now the International Boundary.

The second route, used approximately from 1798 to 1821, was known as the Northern or Kaministiquia, which later became the Dawson Route. It was from Fort William, to Kaministiquia, Dog Lake, Lac de Mille, Windigoostigwan, French, and Sturgeon Lakes, Maligne River, Lac La Croix, Sandpoint, Namakan, and Rainy Lakes.

The objective, or terminus of this route, was Fort Chipewyan on Lake Athabasca. Between this point and Grand Portage the fur traders travelled to and fro following the routes indicated in the preceding and traversing numerous rivers and lakes, including Athabasca, Swift, etc.

In 1688, Jacques de Noyon in ascending the Kaministiquia River and travelling through the lakes and rivers to Lake of the Woods “blazed the first section of the transcontinental canoe highway to the Pacific Coast, the Highway of Destiny”, says J. P. Bertrand.

The organized planning and efforts of those early days are seen in a letter, dated November 4, 1720, by Vaudreuil at Quebec—“If they could establish a post (Rainy Lake) it would be very advantageous for the trade of this colony with the “castor gras” which they would obtain and which is there in abundance. This quality of beaver being necessary for the consumption of the hat trade, they could have their furs which consist principally in the most beautiful martens and “louns cerviers”, and they should engage (the Indian) imperceptibly to come to trade at Kaministiquia and turn them from going to trade at Hudson Bay”. (The Fur Trade in Canada —H. A. Innis).

The strategic location of the Quetico area in this waterway gave it added prominence even in those early days of the fur trade. The population was small and the activity meagre other than that necessary for a living.

The Quetico Foundation’s booklet by Eric W. Morse on “Canoe Routes of the Voyageurs” has this to say about the route from Lachine to Fort Chipewyan: “Staked out here is a water route, Canada’s first and main throughway, which has probably done more to shape Canada’s history and development than any other of its avenues of communication. The coureurs du bois, the voyageurs and early explorers who first used this route are symbols of Canada’s heroic or epic age. Many Canadians seem to be aware of the historical associations of this highway, without realizing that the actual route still lies hardly changed today: the scenery, the conditions of wind and current, nearly all the actual portages have scarcely altered in the three centuries since the first fur-seekers headed out from Quebec and Montreal for the ‘pays d’en haut’.”

And so both the Quetico area and the Indian inhabitants had an important role in opening up Canada and hence making possible the present-day recreational use of Quetico Park.

This ancient and lengthy period of comparative quiescence in this wide area, when small bands of natives roamed the woods, was succeeded near the dawn of the present century by one of great activity. How did the Quetico country react to this, especially the wilderness and conservation aspects?

The time gap between 1880 and 1910 must be regarded as a boom period for the lands surrounding Quetico. In Minnesota to the south, pine logging and iron mining spurred the growth of towns and the building of railroads. To the east, the discovery of silver brought an increase in population at Prince Arthur’s Landing from 1000 to 5000 between the years 1880 and 1885. To the north, the finding of iron and the construction of the railroad led to permanent settlement in Atikokan in 1899. Similarly to the west, the gold fever led to the founding of busy towns such as Mine Centre and Bell City. Farther west, some 600 farms were carved out of the bush in the Rainy River country, and great logging concerns came into being at the same time.

In this intense period of transition in the surrounding region, Quetico resisted and stood defiantly as “Druids of Old”. It stood aloof from these booming activities, and was only slightly disturbed, again pointing to its future role. In 1885, iron was discovered in Hunter’s Island, but nothing came of this. Similarly, exploratory digging for gold proved fruitless. Quetico also escaped large scale logging and the invasion of the railroad in that early era. The Wilderness was left intact. Fortunately indeed, this park area seemed destined to be cast in the mold for recreation.

The Ojibway people also played an important role as wilderness instructors for the voyageurs and fur-traders between Lake Superior and the northwest. Pierre Esprit Radisson and Sieur des Groseilliers may have been the first white men to enter the Quetico country, in 1660. There was then a gap until 1688, when Jacques de Noyon made the first European penetration in depth and wintered at Rainy Lake. The next 100 years saw many historical fur traders and explorers come to this area in search of furs, as well as finding a route to the Pacific.

In 1857 an expedition sought an All-Canada course of travel between Lake Superior and the Red River Settlement. The surveyor of this expedition was Simon J. Dawson, and his name was given to the route. Again Quetico was to the fore in that the Dawson’s expedition passed through the heart of it. When the Canadian Pacific Railway provided a direct line from eastern Canada to the prairies after 1885, the Quetico waterways were abandoned in favour of more modern transportation.

Quetico had its place in history as it was the crucial link between the Great Lakes System and the plains of the West. The Dawson Trail was also used for military purposes. Thus, Quetico Park at present is the product of the influence of man and nature.

Emphasis needs to be placed on the importance of the fur trade routes. They were of special concern to Ontario in that they established lines of communication from east to west.

The Quetico Park area was a focal point of attraction in this development.

Quetico was given a new status, and greater importance was attached to it, when in 1909 the Governments on both sides of the International Boundary set aside and established the Quetico Forest Reserve in Ontario, and the Superior National Forest immediately adjacent in the State of Minnesota. The value of the wilderness was beginning to dawn. It is to be noted that on the Minnesota side the action was national, whereas on the Ontario side it was provincial.

It is recorded that it was the increasing destruction of wildlife, especially moose, that brought about the original reservation of Quetico's 1795 square miles as a wilderness area in 1909. The moose were hunted to feed the lumbering and mining camps.

Events continued to move forward. In 1913, an Order-in-Council converted Quetico to the status of a Provincial Park to "be reserved and set apart as a public park and forest reserve, fish and game preserve, health resort and fishing ground; for the benefit, advantage, and enjoyment of the people of Ontario, and for the protection of the fish, birds, game and fur bearing animals therein."

The foresight, judgment and wisdom of that group of men in the early days of this century prepared the groundwork needed to usher in an outstanding plan for the enjoyment and recreation of future generations. They recognized and took advantage of what history had bestowed upon them. It was a remarkable start for a new era in this Park.

Further steps have been taken in the intervening years to make Quetico, now the third largest of the Provincial Parks, serve effectively the people of Ontario and all who choose to visit it. Succeeding governments added legislative changes and administrative machinery aimed at improving the facilities and enabling more effective use of these.

In casting back to the historical aspects of this area it does not detract from, but rather enhances, the fact that geographically Quetico has always been linked with the adjacent parklands in the United States. The two sides form the one vast Quetico-Superior area. There has always been a close relationship between the management of the two parts. The fact that the International Boundary passes through this area still leaves the Parks geographically as one entity but none the less with the sovereign rights maintained by each country in its own territory. Figure

What has this situation meant in the long history of this united area? A great deal to both countries: the problems have for the most part been common. There has been a great advantage in joint co-operation in attacking these matters, as will be seen later in a discussion in the section on Current Problems.

Sigurd Olson's book, "The Lonely Land", has this:  
"This is the beauty  
of strength  
broken by strength  
and still strong."

Those who followed after this official creation of the Park in the service of administration and supervision have been conscious

of the desirability to retain this naturally prepared area for recreation and enjoyment by all. At the same time, they endeavoured to develop management techniques so that the stated objectives might be reached. It was likewise apparent that changes in policies and techniques would be necessary from time to time to satisfy varying conditions as they might occur over the years.

Have these changes been made adequately and often enough and on time? This report will discuss some of these actions.

"Should you ask me, whence these stories?  
Whence these legends and traditions?  
I should answer, I should tell you,  
From the forests and the prairies,  
From the great lakes of the Northland,  
From the land of the Ojibways,  
From the land of the Dacotahs,  
From the mountains, moors, and fenlands,  
Where the heron, the shuh shuh-gah,  
Feeds among the reeds and rushes"

Longfellow's "Song of Hiawatha"



What has the past bequeathed through Quetico Park to the present generation? What have nature and man done to the physical and related features of the Park? Let us look presently at the physiography, forest inventories, economics, resource utilization, trapping, hunting and angling, mining, recreational uses, points of access to the Park, visitor use distribution, and fish and wildlife. All these conditions, as they exist today, are the result of past activities, natural and otherwise. The current status is of much concern to the people of Ontario, as well as the means by which these changes came about. To what extent has policy been a factor in carrying out the originally announced intent for this Park?

If current and future problems are to be met successfully it will be essential first to have a clear inventory of the goods we possess, the practices which have been unsuccessful, and those which have been beneficial. How are the present practices affecting the Park and its potential uses? What changes are necessary for the future? All these questions call for answers.

As historical events fade into the background of present-day activities, the Province is now faced with conditions resulting from use and injury over a long period of time. Nature has duly recorded these events, whether brought about by its own actions or by those of man. Accordingly, Quetico Park and its environs are today the outcome of practices both good and bad, and these can be a legible signpost into the future.

Geographically, Quetico lies between Lake Superior and Lake Winnipeg—an unique and strategic location, both now and during the exploration and development of Canada. It forms part of the Rainy Lake watershed and rests on the International Boundary waters between Canada and the United States. It is adjacent to the similarly oriented Boundary Waters Canoe Area of the Superior National Forest in the State of Minnesota. This proximity has enhanced the opportunity for joint action in the utilization and management of these great natural resources.

The Park is located in relation to large centres of population in Canada and the United States as shown by the following table of distances.

On the Canadian side, French Lake Entrance, these are:	
Thunder Bay via Hwy. 11	100 miles
Kenora via Hwy. 71 and 11	265 miles
Fort Frances via Hwy. 11	125 miles
Atikokan via Hwy. 11	30 miles
Rainy River via Hwy. 11	185 miles
Toronto via Hwy. 17 and 11	1,000 miles
Thunder Bay via air	90 miles
Winnipeg via air	290 miles
Sault Ste. Marie via air	375 miles
Toronto via air	660 miles
On the United States side:	
Ely via water	20 miles
Duluth via air	150 miles
Minneapolis via air	250 miles
Chicago via air	520 miles

The Quetico Park area was invaded by an arm of the Proterozoic Sea some one and one-half billion years ago. Sand and silt were deposited from the sea and subsequently consolidated into

sedimentary rocks. These old sediments cover much of the south central part of the park from Namakan River to Poobah Lake. Later metamorphism due to the intrusion of huge granite masses during Laurentian mountain building completely changed the sedimentary rocks from their original structures and textures.

The characteristic topography, essentially a peneplain, is typical of the Precambrian Shield. It developed as the result of at least four advances and retreats of the great continental ice sheets whose centers were located in the District of Keewatin and in Labrador. During the advances southward the bedrock was scoured, and a large quantity of debris and soil was produced and carried into the mid United States. As the glaciers retreated due to melting, entrapped sand and gravel was released and deposited as a thin mantle over the glaciated bedrock accentuating the rounded outcrops. The last retreat may have been as recent as 25,000 to 30,000 years ago.

The decay of the glacial ice produced a vast volume of water giving rise to a system of waterways without a fixed pattern. The principal rivers which evolved now occupy the ice-gouged valleys and interconnect with an endless variety of lakes. Some lakes are mere ponds representing isolated depressions, but others are fed by a myriad of streams flowing in all directions. All the waters eventually reach the southwest corner of the Park on their way to Hudson Bay via Rainy Lake, Lake of the Woods, and Lake Winnipeg.

The waterways are adjacent to landscapes of abrupt rock cliffs, sand plains, bogs, or multitudes of rocky, hummocky hills. The altitude of the ridges varies from 1000 to 1700 feet above sea level.

Thus, it is seen that Quetico Park now has a surface characterized by the mighty actions of nature over a long period of time; rocks, soil, streams being altered by glaciers and other natural forces. Nature has exposed her records of events in this way.

Accompanying these surface mouldings and changes was the development of vegetation. The park now contains great stands of red and white pine, and scattered clumps of birch. Broadleaved species common to Southern Ontario are also found along the International Boundary. Intermixed with these are species of the Boreal Forest: pure and mixed stands of jack pine, large-toothed and trembling aspen, birch, balsam fir, and white and black spruce. These forests have developed over a long history of climatic changes—greater than those for the surface itself. Forest fires and insect infestations are part of the natural sequences of a primitive forest succession. Fire has been nature's way of reviving the forest.

We are reminded that Quetico is not a primitive park because of relatively large scale timber harvesting over the years.

While nature and man have brought Quetico Park to its present condition, it is now for man to declare a firm policy for use, and at the same time to protect this natural asset against wanton damage. The cross-roads at which he stands make the choice of his journey henceforth an important one, not only for Ontario but for a much larger orbit of interest. Control of the uses to be made of the park calls for top priority. This must be integrated with adequate continuing protection for the needs of the future.

"I feel the tumult of new birth;  
I waken with the wakening earth  
I match the bluebird in her mirth  
And wild with wind and sun,  
A treasurer of immortal days,  
I roam the glorious world with praise,  
The hillsides and the woodland ways,  
Till earth and I are one."

Archibald Lampman



That Quetico Park is a great natural resource is clear. Since it belongs to the people of Ontario, it is well to examine the uses which have been and are now being made of the Park. Has the investment by the Province for the citizens been a good one? Has that investment been well managed, and have the people made full use of it?

It is seen that while these resources have been available for many years, they have only been extensively utilized for a much shorter time. The Province has been directly involved with the management of the Park since 1909, when the Quetico Forest Reserve was established by the Government of that time: some control measures have been in effect since that date. What is the status of management of these resources at present? These questions are now under scrutiny.

## 4.1 Use of the Forest

It was only natural that a forest stand of this extent would be examined critically by timber harvesting interests. Logging within Quetico's borders began in the 1890's, but the early records seem unclear. Licences to cut timber were issued in 1906 to the Shevlin-Clarke Company and to J. A. Mathieu in 1910. What have these operations meant to the area and to the Province? The records are helpful.

According to the records of the Ministry, a total of 520 million board feet of red and white pine was cut in the Park between 1918 and 1946. Modern logging began in the winter of 1960-61 and was continued to the present. This cutting is authorized under a Crown timber licence issued to the Jim Mathieu Lumber Company Ltd. This licence was made valid until March 31, 1972, with renewal provisions beyond that date. Figure

The area covered by the licence is 979 square miles, of which 470 square miles is in the northeast of Quetico Park. Information elsewhere in this report reveals the recommendations of this Committee and the action of the Minister on commercial logging in the Park. Figure

The above cutting operations began near Highway No. 11 and progressed southerly as far as the McKenzie Lake area. Over 18 million cubic feet of pine, spruce, balsam, and poplar was harvested in this ten year period from that portion of the licence. Also, some 3,117,500 tree seedlings have been planted on approximately 11,707 acres of the cutover. The value of the 18 million cubic feet cut was \$452,810., in Crown stumpage charges collected.

The north-western portion of the Park was included in a volume agreement between the then Department of Lands and Forests and the Ontario-Minnesota Pulp and Paper Company. This total area was 2575 square miles, and the portion within the Park was 420 square miles, known as the Jean Working Circle. To date, no licence to cut within the Park has been issued, and the portion within the Park has now been removed from the volume agreement.

In Hunter's Island, about 900 square miles has been set aside exclusively for recreational purposes, and no commercial harvest of resources has been permitted since 1943.

In the past 10 years, the average annual cut in the Park by Jim

Mathieu Lumber Ltd., was 21,620 cords of wood with an approximate value to the Crown of \$45,280 in stumping fees.

Some indication of the economic impact of the Jim Mathieu Lumber Co. on the economy of the area may be seen from figures compiled for the year 1969. The gross payroll and fringe benefits of the company were \$1,896,000. The average value of the woodcut was \$1.8 million over the 10 year period, 1960-1970, and the value to the economy of Ontario was \$2.6 million (Hedlin-Menzies report).

It has been estimated, using the economic benefit relationship, that the timber values which Quetico Park could represent to the economy annually is a total of \$11,415,000 for a calculated annual allowable cut of 134,000 cords, but not including 80,100 cords of poplar and birch.

This economic factor is obviously an important one to the local area and has been given every consideration. To what extent this has influenced the permission for timber harvesting in the Park up to the present is uncertain. What other factors should also be weighed against the direct economic ones?

## 4.2 Trapping and Hunting

Trapping has been permitted in the Park area outside of Hunter's Island, but no hunting has been allowed in Quetico since the forest reserve was established in 1909. Fifteen registered trap lines are currently licensed to Indians, and the majority of these are to residents of the Lac La Croix Band.

Beaver is the major fur taken in these operations. The average income to each trapper is said to have been about \$1,000 per year over the past 20 years.

Thus, trapping, while not making a large economic impact upon the area, has a place in the uses of these resources of the Park.

## 4.3 Angling

Angling is permitted in the park. Non-resident licences are valid throughout the Province.

Commercial fishing was permitted from 1959 to 1968. Two licences, one for white-fish and one for sturgeon, had been in force on Lac La Croix. The former was cancelled in 1963 and the other in 1968.

At present, there is no impact on the area through commercial fishing, but angling may be regarded as a specific use of the Park, as well as having an important recreational value.

## 4.4 Mining

Non-operating mining holdings in the Park involve some economic considerations, but the annual acreage tax from mining involvement is small and is not a significant economic factor. Prior to 1939 prospecting and mining were prohibited, but this was removed as an emergency measure when World War II began. This ban was reintroduced in 1956, except for claims and interests acquired before August 27, 1956. The Ontario Government has stated that no mining will be

allowed in provincial parks.

Thirty-seven of these patented parcels still remain within the Park, covering an area of 3,100 acres, and 64 parcels totalling 2,400 acres are covered by mining licences of occupation. Those privately owned mining claims are within the boundary, although they are not part of the Park itself.

4.5 Recreational Uses

Current recreational uses of Quetico serve a large area. That these facilities will be in greater demand in the future is certain. Within a 500 mile radius there is a resident population of approximately 18 million people, divided among western Ontario, Manitoba, and the States of Minnesota, Iowa, Wisconsin, and portions of Illinois and Michigan. Most of this population, as might be expected, is in urban centres, thus enhancing the urge for the type of recreation offered in the Park.

The Ontario Districts of Kenora, Rainy River, and Thunder Bay have a combined population of approximately 257,000. The projected population 20 years hence is 468,000. Similarly, the population in Manitoba and North Western Ontario within 500 miles of the Park is 1.4 million. The projection 20 years hence is 3 million. The distances to the Park from a number of places are shown on page 13.

A projection of the population 20 years hence shows a figure in excess of 58 million in the area within a 500 mile radius, a growth of 40 million from the present 18 million.

Increased populations must be expected in relation to the status of shorter work time and increased leisure. To this should also be added the important factor of shrinking accessibility elsewhere to unique canoe country and wild lands as found in Quetico Park.

Public recreation at the present time is quite varied and includes canoeing, camping, fishing, hiking and communing with nature.

In the publication of The Quetico Foundation—"Canoe Trails Through Quetico"—15 major routes are described. The network of waterways through the Park provides opportunities to alter these routes by following other waters. The ideal nature of this country for canoeing has been proven over a long time. This great mileage for canoe trails and portages are part of the unique features of Quetico, above all other forms of recreation. The extensive use made of these recreational facilities now may surely be expected to be much greater in the future. The management of the facilities and their uses will need to be kept in harmony with the demands.

"And upon the hills against the sky,  
A fir tree rocking its lullaby,  
Swings, swings,  
Its emerald wings,  
Swelling the song that my paddle sings,"

E. Pauline Johnson

The total recreational use of the Park has fluctuated but generally is increasing. Variations in the use of the Dawson Trail

Campgrounds (French Lake Campsite) account for this.

The figures for total use, divided among Dawson Trail campers plus day users, and interior users reached a total of 204,355 user days in 1971. In that year the Dawson Trail campers totalled 30,480 user days, the Dawson day users 10,495 user days, and the interior users 162,526 user days. The total for the period of 1960 to 1971 shows 28,377 people in 1960 and 60,105 in 1971. The low figure in this period was in 1960. In that year, the total Dawson Trail campers were 3,720 people as compared to 15,237 people in 1971. Similarly, the Dawson Trail day users rose from 7,722 people in 1960 to 10,495 people in 1971, with the low figure in 1962, which was 4,780 people. The interior users increased from 16,935 in 1960 to a peak of 34,383 in 1971.

Information on the nationality of Park visitors shows for 1971 that 96% of the interior users were from the United States. At the Dawson Trail Campsite at French Lake 47% came from the United States in 1971, while the figures varied in eleven years from 44% to 61%. Similarly, the Ontario figures varied from 33% to 53% of the total in the Dawson Trail Camp, with the low figure being in 1965. Visitors to this camp from other provinces varied in the eleven year period from 1.6% of the total to 10%.

Much of the concentration of interior users is in Hunter's Island.

4.6 Scientific Research

Scientific research and investigations have been a promising feature in the uses for this Park. There is a real opportunity for universities and educational centres, organizations, and private parties who wish to add to the knowledge of our country.

This area has attracted the attention of many. There is interest in the occurrences of nature, the operation of ecosystems, historical information, prolonged records of the inhabitants, their effects and accomplishments, and in general, the results of nature in an unique area.

While considerable use has already been made of Quetico for scientific research, there is an opportunity for much more work for universities and schools, and particularly for those near the area. Here are nature and man at work in a piece of Ontario with much to offer to the investigator.

4.7 Access to Park

A number of roads lead towards the Park. Ready access into the Park itself is restricted to the peripheral waters in order to retain the "wilderness" environment for visitors.

An entrance area at Highway 11 leads the visitor, on the only public road in the Park, one-half mile to the Administration Centre at Dawson Trail Campgrounds, French Lake.

Quetico is linked directly with the densely populated areas by extensive highway systems. Highways 11 and 17 bring direct access to the Park from Eastern Ontario and the Prairies, as well as the central and eastern manufacturing belts of the United States.



There are also five secondary roads leading to lakes which provide water access into Quetico. In Ontario, these roads are No. 588 from Highway 11—17 near Kakabeka Falls running to Northern Light Lake; and a paved entrance road from Highway 11, ten miles east of Atikokan, to the Park Headquarters at Nym Lake.

In Minnesota, the roads are: The Gunflint Trail from Grand Marais on Lake Superior to Sea Gull Lake; the Fernberg Road from Ely to Moose and Snowbank Lake; and the Echo Trail from Ely to Crane Lake.

For water transport, nine access points or routes are presently in use, as follows, but not necessarily in order of use:

1. French Lake Dawson Trail Campgrounds via the Dawson Route into Pickerel Lake.
2. Nym Lake to the southwest end of Pickerel Lake via one portage into Batchewaung Lake, then into Batchewaung Bay of Pickerel Lake.
3. Lerome Lake entering the Park at Cirrus Lake via Bewag Lake, Cole and Sue Lakes.
4. Lac La Croix, International Boundary.
5. Basswood Lake, International Boundary from Ely via Fall Lake and Four Mile Portage at the western end of Basswood Lake.
6. Basswood Lake, International Boundary (Prairie Portage) from Ely, via Moose and Snowbank Lakes.
7. Saganaga Lake, International Boundary, traffic primarily from the road access at Sea Gull Lake.
8. Beaverhouse Lake—a short portage separates this from Quetico and Jean Lake.
9. Wawia River directly into Kawnipi Lake from Powell Lake.

By air, only 5 locations in the Park are licensed by the Canadian Department of Transport as float plane air bases. These are at: French Lake, Beaverhouse Lake, Lac La Croix (Irving Island), Basswood Lake (Cabin 16), and Saganaga Lake (Cache Bay). Figure

The foregoing points constitute the means of access to Quetico Park. These are not considered to give the best results in the distribution of visitors within the area, a problem which may become more acute as greater numbers seek recreation therein.

The statistics on total use of the Park are affected in no small measure by the means of access. The percentage (1971) of users by entry points was greatest at Prairie Portage—42%; Cabin 16 came next at 16%; Lac La Croix next at 11%. All these are United States entry points.

#### 4.8 Revenues and Expenditures

It is appropriate to record, under these current uses, the financial involvement of the Province of Ontario and the Federal

Government of Canada. The figures on revenues and expenditures involving the Province of Ontario are available. While they are included in this report, it is not intended to imply that it is feasible to determine in dollars and cents the intangible values of this Park or others in the Province. The returns in recreation, health, and other attributes of this area do not lend themselves to conversion to financial tabulations. At the same time, it should be known what these more recognizable or tangible figures have been.

“The world after all our science  
And science is still a miracle;  
Wonderful, inscrutable, magical and  
More, to whosoever will think of it”

Thomas Carlyle

Likewise, it is scarcely realistic to expect a clear balance between dollar revenues and expenditures. The total revenue derived by the Province for park permits reached \$90,148 in 1971, and this grew from \$16,849 in 1961. The increase was uniform.

Similarly for angling permits the total in 1971 was \$80,330 as compared to \$49,966 in 1961. It should be noted that the same number of permits were not in existence over this eleven year period. There was a variation in the kinds of permits issued.

The Provincial expenditures for maintaining the Park totalled \$159,192 for 1971-72. These included salaries (permanent and casual), travel expenses, and maintenance and operating expenses, excluding aircraft costs.

In contrast to financial figures, Quetico exists as a natural museum of history where the visitor is able to feel the environment of a vanished and colourful period in the development. Here, in these myriad lakes and innumerable streams, awaits, for the canoeist, the challenge of the portage the invigorating thrust of the paddle, and the white water to test the reflexes of the expert. Here, also, are the ancient rock walls which looked upon the canoes of the Ojibway, la Verendrye and MacKenzie, here the mystery of the ancient pictographs which many a canoeer has felt as he passed beneath the looming cliffs on which they are painted.

Man's feeling for the quietude of nature is well expressed in Jane Lawick-Goodall's book—“In the Shadow of Man”. She says—“For those who love to be alone with nature I need add nothing further; for those who do not, no words of mine could ever convey, even in part, the almost mystical awareness of beauty and eternity that accompanies certain treasured moments.” No financial figures can be fixed for facilities which make possible such feelings.

The Committee recognizes that without a continuous policy which will be consistent, in spite of normal changes in those factors which affect the Park, there will be some confusion. How far is it desirable to go in setting policy at this time? There is no well-defined procedure for this. The discussions and recommendations contained in this report are intended as a basis for policy and planning.

One of the current and perplexing problems involves a policy

on the uses for this Park. Should it be declared, as it was expressed at the outset in 1913, that Quetico Park shall be retained fully as a public park and forest reserve, fish and game preserve, health resort and fishing ground for the benefit and enjoyment of the people of Ontario? The expectation that it would remain for this purpose and these uses would seem to signify that the Park is to be retained, at least for the most part, as a natural wilderness. Can it serve for multi-use purposes? This decision is obviously a policy problem.

If this is to be the general objective, how has the changing environment surrounding the Park affected this desire? The relationship between this objective and external influences has not been clear. How far can the use of lumbering, motorboats, fishing and other demands of persons interested in these be consistent with that policy? The control of these activities, as may be required, is reviewed in the contents of the report. Recommendations for action are also included.

The Committee accordingly recognizes that a clear and consistent policy on the operation of Quetico Park is required and should be declared.

#### 4.9 Summary on Uses

What can be said, in summary, on the uses that have been and are being made of Quetico Park and the contiguous area? Many questions arise. Have these uses been fully in keeping with the great asset which the Province possesses in this wonderland? One must ask if this Park has been and is being preserved for the use of the "people of Ontario" as was stated in the 1913 order-in-council. Certain uses were spelled out at that time. What of other possible uses which were not listed in the order-in-council? If they have been permitted are they in keeping fundamentally with the original objective?

In this long and entrancing history of development, use, and management through which Quetico has passed, there have been certain uses which stand out from the background of others. The original order-in-council said nothing about commercial uses, yet the Park has been used for these.

The economic impact of the Park's commercial activities is important to people living in the area, and especially the Indians. This has obviously been considered fully in the past. It is seen that commercial logging by the Jim Mathieu Lumber Limited resulted in the ten year period, 1961-1970, in an annual average cut of 21,620 cords, with an approximate value to the Crown of \$45,280. The number of persons employed in the bush and mill related to timber activities in the Park has averaged about 110.

Probably, in assessing the impact upon the residents of the area, it is not so much the dollar value as the effect these operations have on the well-being of the local people. This required a clear assessment.

The use which exceeds all others in Quetico Park is that associated with recreation.

The foregoing reveals, as far as records are available, the extent of the uses of Quetico for various purposes. It is difficult to use precise figures, or to make rigid comparisons. These statistics may serve as a guide in planning for the future.

"A golden flute in the cedars,  
A silver pipe in the swales,  
And the slow large life of the forest  
Wells back and prevails"

Bliss Carman in "Earth's Lyric"



It is to be expected that the objectives or goals in any plan for the management of Quetico Park will be included in a declaration of policy. This must be a comprehensive and all embracing statement on practices to be followed, but at the same time, devoid of those details which can be carried into effect by the staff and responsible persons. This would tend to point to the direction and the principles to be followed but without entering into too many details of how it is to be done or managed.

It will be apparent that any adopted policy must be subject to change in order to meet ever changing requirements. The policy declaration should be broad enough and so advanced in thinking that major changes are only likely to be needed infrequently. It must deal specifically with purposes and functions, all uses, restrictions, management, transportation facilities, and other related activities, all in the interests of the public. Day to day details of operation can be based on this. This will reflect the changes leading up to the present; such as population growth and public demands, public attitudes in respect to parks and recreation, greater leisure hours, transportation facilities, lumbering needs and methods, advanced management techniques, support for local workmen, and the need for study and research in wilderness areas, forests, geology, etc.

The principles in any planning and management policy for the Park should be incorporated into specific legislation and subject to change only through the Legislature of the Province. In this way public participation can best be assured and their wishes be made known.

A number of significant policy statements and guide lines for Quetico Park have been made in the interval since it was originally set aside by the Province. Some of these may still be valid, others may require updating, and some new ones may be needed.

The following summary of goals and objectives for the Park, as emanating from the Legislature, the Minister, the Department, the Federal Government, and others, should be helpful in examining what has been considered to be of public importance and what should be recommended for the future. These are:

1. 1909 — Quetico Forest Reserve in Ontario established in conjunction with the Superior National Forest in the State of Minnesota.

2. 1913 — Order-in-Council converting Quetico to a Provincial Park. The policy enunciated at that time was clear in that it was to "be preserved and set apart as a public park and forest reserve, fish and game preserve, health resort and fishing ground; for the benefit, advantage, and enjoyment of the people of Ontario, and for the protection of the fish, birds, game and fur bearing animals therein".

3. The Provincial Parks Act, 1954, Section 2 — states: "All provincial parks are dedicated to the people of the Province of Ontario and others who may use them for their healthful enjoyment and education, and the provincial parks shall be maintained for the benefit of future generations in accordance with this Act and regulations made under this Act".

4. 1956—The Honourable C. E. Mapledoram, Minister of

Lands and Forests — "The hinterland we are already preserving artificially, and will continue to preserve, because wilderness is one of our really exclusive marketable commodities".

5. 1957 — Directive to field officers in March 1957 — Objectives — "To perpetuate in their original state as nearly as practicable Ontario's scenic spots such as waterfalls, stands of virgin timber, portages and other points of interest and historic importance on Crown lands".

6. March 21, 1958 — the Honourable J. W. Spooner, Minister of Mines — "The general over-all policy as to parks administration is to prevent commercialization, and to ensure that great areas of the North shall remain in perpetuity in a state of nature.

7. June 13, 1961 — Submission to the Select Committee of the House on the Administrative and Executive Problems of the Government of Ontario by the Honourable J. W. Spooner, Minister of Lands and Forests.

"The provincial parks, within the administration of the Department of Lands and Forests, provide public parklands in as near a natural condition as possible, coincident with the intensity and type of use of the particular park.

"A Master Plan for each provincial park governs development with consideration for its location, natural features, anticipated visitation and major and minor uses.

"Natural areas or nature reserves, in provincial parks, are set aside on the Master Plans as areas of no development for the maintenance of the general park environment and for the protection of significant land forms and vegetation.

"In larger provincial parks, the forest resources cannot be disregarded in the general economy of the Province, with forests recognized as valuable to both recreation and industry, controls govern logging in provincial parks in the interests of both recreation and forestry.

"Policies will be reviewed from time to time in the light of changing conditions".

8. Statement by the Honourable John P. Robarts, Prime Minister of Ontario — in the Legislature, April 3, 1962.

"I would like to take this opportunity of advising the members of the House that the Government contemplates no changes in the present situation relating to mining in provincial parks and that no new legislation is being considered, the prohibition against prospecting and staking in provincial parks, imposed in 1956, continues.

"Our parklands are a priceless heritage and it is our aim to develop them for the use of all our people".

9. 1967, Classification of Provincial Parks in Ontario. "This park classification and park land zoning policy has been established in order to provide a meaningful framework for the administration of the provincial park system".

10. January 15, 1971 — News Release by the Honourable Rene Brunelle, Minister of Lands and Forests — "The 400

square mile area in the northwest corner of Quetico Provincial Park has now been excluded from the previously contracted volume agreement held by Ontario — Minnesota Paper Company. Resulting from this decision 70% of Quetico's 1750 square mile area is now removed from commercial logging".

11. May 13, 1971 — Extracts from a statement by the Honourable William Davis, Premier of Ontario, to the Legislature on Logging in Quetico Provincial Park — "On June 11, 1970, an Advisory Committee to the Minister of Lands and Forests was appointed. Its general terms of reference were to examine the issues concerning Quetico and to make recommendations to the Minister.

"The Advisory Committee held its first full meeting following the hearings on Tuesday of this week. At this meeting, the Committee unanimously approved a recommendation to discontinue commercial logging within the boundaries of Quetico Provincial Park. The recommendation included the condition that suitable alternate areas be provided outside the Park for the Jim Mathieu Lumber Company. A further recommendation was that the economic viability of the lumber mill at Sapawe be preserved.

"The announcement I wish to make, Mr. Speaker, is that the Government has accepted both the recommendations. From this point onwards there will be no further commercial logging in Quetico Provincial Park. Furthermore, I wish to announce that discussions with respect to alternate areas have already commenced.

"The House will recall that on January 15, the Minister of Lands and Forests announced that the area in the northwest corner of the Park which had been included in the volume agreement with the Ontario — Minnesota Pulp and Paper Company Ltd., was deleted. The net effect of these three recommendations and their acceptance by the Government will be to have the entire 1,750 square miles of the Park free of commercial logging".

These may serve as a cross-section of policy statements issued over the interval since the area was converted to a Provincial Park.

How many of the foregoing statements are applicable for today's needs? Should some be cancelled, up-dated, or supplemented? The Committee, following extensive studies of the present situation, outlines in this report what is believed to be desirable in policy and guide lines. The recommendations herewith may serve as a guide to the essential policy requirements for Quetico.

"All nature seems at work. Slugs leave their lair —  
The bees are stirring — birds are on the wing —  
And winter slumbering in the open air,  
Wears on his smiling face a dream of Spring!  
And I the while, the sole unbusy thing,  
Nor honey make, nor pair, nor build, nor sing."

Coleridge



The Committee has attempted to examine current problems in the Quetico Park area. Every effort has been made to attack these in the light of present conditions and as far as feasible to forecast their relationship with the future. Advantage has been taken of numerous reports and data, public hearings, and observations made in the field. The information available on each problem is discussed, and related conclusions and recommendations follow for policy on planning and management of the Park.

### 6.1 A Consistent Park Policy

Information was presented to the Committee alleging that there had not been a consistent policy over the years for the management of the Park. While there have been many policy statements it seemed that conditions have so changed over the years as to make these appear to be inconsistent. It was represented to the Committee that conflicting policies had been implemented on an ad hoc basis over the past 60 years, and that these represented differing basic views of resource and recreation management. Since specific policy is generally associated with legislation, it was also represented that the lack of appropriate legislation over this period has contributed to this ad hoc policy of decision making. The opinion was also expressed in submissions to the Committee that Quetico has been promoted as a wilderness area, classified as a natural environment park, and managed as any other piece of Crown Land.

### 6.2 Economic Resource Utilization

Almost from the moment the Advisory Committee was formed, it became apparent that, in the public mind, the single most important issue concerning the Park was whether commercial logging would be permitted within the confines of Quetico. Most of the briefs and presentations were polarized between two extremes — on the one hand, the ardent conservationists and ecologists advocating their version of a so-called “primitive park”, as against the commercial, labour, and other interests, mainly from Northwestern Ontario, who felt that the Park represented too significant an asset in the area to be completely divorced from the commercial economy of the Rainy River District.

That Quetico was a unique blend of wilderness which should be preserved was never seriously challenged. In spite of this, many Northwesterners argued, and continue to believe, that it is wasteful not to utilize forest resources which, because of their location, would never be viewed by man, as cutting would only be permitted beyond the sky-line, well removed from any waterways that the canoeist would traverse. The Northwesterner feels, with some justification, that his opinions and rights are not being recognized by people far removed from the scene.

In addition, there was the possibility of serious economic dislocation of some 200 employees of the Domtar operation at Sapawe, and there was also a question as to whether a new kraft mill of The Ontario-Minnesota Pulp and Paper Company Ltd., at Fort Frances, could obtain a continuous supply of pulpwood without the reserves which the Company had been allocated in the “Jean Working Circle” in the Northwestern portion of the Park.

Quetico Park contains economic resources and, as has been seen, use of some of these has been permitted. Commercial logging has been a major one. Other uses have been made for which economic returns have been secured.

These have been serious and controversial problems with which the Committee has wrestled. In the Opinion of the majority of the Committee, the economic objections to the prohibition of continued logging were overcome for the present when the Minister announced that other cutting limits in the vicinity outside the Park would be available for the Jim Mathieu Lumber Limited (Domtar) operation and also that there would be adequate timber found elsewhere for the Ontario-Minnesota Company to maintain full-scale paper manufacturing at Fort Frances without having to utilize any species commercially from within the park. In view of these and other assurances from the then Department of Lands and Forests, the Committee felt it could then agree to a total ban on commercial logging in Quetico, as advocated in a majority of the briefs submitted.

The opposition to the utilization of the Park’s economic resources has been positive and vocal. This objection on the part of the public was based on the deterioration of the natural features of the area for which the Park was set aside in the first instance. Positive feeling against this was expressed in briefs and at the public hearings. Against this, it was claimed that the benefits accruing from the Park for recreational purposes well merit the retention of these lands in their natural wilderness condition as far as it is feasible to do so.

Commercial logging was attacked as the most objectionable of these economic uses. This viewpoint was expressed by people over a wide area of Canada and the United States, most of whom had never visited the Park but who believed that it should be retained exclusively for public use and enjoyment.

The Committee, after closely studying the situation, adopted two resolutions and forwarded them to the Minister. They were:

*October 24, 1970* “This Committee recommends to the Minister that the Department continue to refrain from issuing licences to cut timber in the Quetico Park under the O. & M. Agreement until this Committee has made its final report and recommendations to the Minister.

*May 11, 1971* “The Committee unanimously recommends to you: that as soon as possible commercial logging within the boundaries of Quetico Park be eliminated

- a) subject to the provision that the Government provide alternate areas outside the limits of Quetico Park for the Jim Mathieu Lumber Ltd., (Domtar),
- b) that the economy of the lumber mill located at Sapawe be preserved, and
- c) the capital investment by Domtar as operators in the Quetico Park area be protected as much as possible.”

On January 15, 1971, the following statement, as pointed out previously, was issued by the Minister: “The 400 square mile area in the northwest corner of Quetico Park has now been excluded from the previously contracted volume agreement

held by Ontario-Minnesota Paper Co. Resulting from this decision, 70 per cent of Quetico's 1750 square mile area is now removed from commercial logging."

This was later supported in a statement, May 13, 1971, made to the Legislature by the Premier, the Honourable William Davis. (see the section on Objectives for Park Use, page ).

A complication was involved in this matter, in that certain contracts for commercial logging did exist, and any change in these would require negotiations.

It has come to the attention of this Committee that, while the timber requirements of Ontario-Minnesota Pulp and Paper Co. and Domtar have been assured from outside the Park, small sawmill operators have been advised that increased volumes of balsam, spruce and jack pine in the Fort Frances Forest District will not be made available to them in the future. This is not entirely attributed to the banning of logging in Quetico Park.

It is our understanding that present licenses held by prime license holders in many cases are under utilized. Every effort should be made to satisfy the wood requirements of all operators on a sustained yield basis.

### 6.3 Use of Park by Ontario's Residents

Apart from the use of the Park for logging it is to be noted that Ontario's Parks and recreational facilities are primarily for the residents of the Province. The great lure of Canada's tourist attractions brings large numbers of vacationers to this country each year. Quetico is one of these magnets. Ontario has always welcomed visitors to the Park whether they come from within the Province, from other parts of Canada, the United States, or elsewhere.

In spite of this, Ontario must be concerned with the returns the people of the Province derive, both economically and otherwise, from the maintenance of the Quetico area. Are the Park facilities being maintained in large measures for non-residents of the Province? The statistics throw light on this situation.

It has been shown previously in this report, that the great majority of Park users come from the United States. Furthermore, the operating costs for Quetico exceed the revenues derived by the Province.

This adverse financial balance should not act against the retention of the Park for recreation. Rather, it is desirable to examine the reasons why the people of Ontario are not using these facilities to a greater extent, and what changes are necessary to alter this situation. This great public asset in the Park should call for wide use if obstacles do not interfere.

Some of the problems which may have given rise to a low percentage overall use by Ontario are:

1. The overwhelming use of the south boundary of the Park as an entrance. This makes it most attractive to the United States.

2. The lack of access points along the northern boundaries

of the Park tends to restrict both entrance and economics for Ontario and Canadian residents.

3. The adverse financial figure is reflected in the fees charged, especially to non-residents of the Province.

4. The very large urban populations in the United States within favorable travel distance.

5. A feature which must be recognized as of some definite significance has been the overflow of U.S. visitors from their adjacent parklands, where overcrowding is already a problem, into Quetico Park. This has been aided by tourist promotion in that country with the natural desire of the visitors to continue their wilderness experience beyond the border.

As an adjustment measure to ensure wider use of the Park by the people of Ontario, it has been suggested:

1. That access points be augmented which will be attractive for Canadian use, and all existing entry points be maintained, and additional points be established to the north at Beaver-house, Bewag, Batchewaung and/or Saganagons.

2. A possible solution to this problem pointed to the need for adoption of the principle that non-resident use of Quetico Park be paid for on the basis of recovering the cost.

### 6.4 Conflicts in Recreation

It must be expected that there will be differences of opinion on recreational uses for an area of this magnitude and type. There has been a great divergence of views on the daily use of the Park by visitors. Some prefer the solitude of the wilderness, others desire the comforts of modern conveniences.

These conflicts of views centre around the following recreational uses:

- a) manual canoes vs. motor canoes and motorboats
- b) car camping
- c) organized groups
- d) meat fishing vs. incidental fishing
- e) snowmobiles
- f) airplanes
- g) daily use vs. interior and peripheral use
- h) recreational facilities vs. administrative facilities

The ideal nature of the Park places canoe camping at the fore. It is in keeping with the quiet solitude of the environment. The noise of motor driven canoes and motorboats is objectionable to many, and it can adversely affect wildlife, as well as adding pollution to both water and air.

Camp grounds, with access by roads are to be encouraged in making good use of these recreational facilities. This is one of the problems. These camp grounds should be in locations that will be convenient and not interfere with the concept of use of the Park.

Organized groups for visiting the interior of the Park are to be encouraged to utilize the facilities available and to exercise necessary control.



There is no documented evidence of over-fishing in Quetico, but a five year inventory by creel count is underway on certain lakes.

Snowmobiles are in such wide use in most places today that where open spaces are found they are difficult to exclude. Interference with the ecological environment of the Park can be great, and as a result their use within the boundary is not compatible with the concept for Quetico.

Similarly, airplanes flying low over the Park interfere with the environment. Rules for control should be formulated and put into practice.

Where Park capacity reaches its limit, as in the busy season, there may be conflicts in day use, as well as use in the interior and on the periphery. Regulation of these uses creates a further problem.

## 6.5 Park Environment

The environment of a park is all important. It must be a co-operative arrangement in which each user will be considerate of the maintenance of the Park itself and the means by which others may enjoy the surroundings. Thoughtlessness has no place in a recreational area such as Quetico Park.

A number of problems arise in maintaining a satisfactory environment in Quetico. The primary one appears to be the most effective distribution of people using the Park, and as a consequence of this the abuse of it by careless individuals.

Some of the more apparent environmental problems are associated with:

- a) excessive use of portages and campsites.
- b) refuse disposal and general sanitation.
- c) water quality.
- d) use of motors.
- e) mutilation of natural habitat.

In conjunction with these are the problems of fire, some man made, insect and disease threats. All of these are significant in the maintenance of these recreational facilities so that they may be enjoyed by an evergrowing number of visitors and would-be visitors.

It is apparent to the Committee that, if this problem of excess use of certain parts of the Park is to be controlled and the damage to the environment kept low, it will be necessary to place limits on visitors entering at certain access points. The details of these control measures will need to be worked out. Sufficient staff will be necessary, and a system of permit or licence will need to be put into effect not only to equalize the availability of the facilities but also to interfere with the visitors to the least extent. These limitations should be designed to ensure the desired results in all parts of the Park, and they should be flexible enough to deal with any special needs of each. This is an administrative programme.

The maintenance of sanitation in a park environment is of great importance. It must protect the health of the visitors as well as avoiding nuisances and objectionable or offensive conditions. Adverse results are likely to occur from poor

refuse disposal and ineffective treatment of sewage and domestic wastes. A plan for careful control of these wastes is imperative at all times. This is also closely related to the aesthetic beauty of the Park.

It is not feasible or necessary to set down in a policy directive the details of these measures since their needs must vary with local requirements. If a clear objective or goal is set, the details should not be unduly burdensome to apply.

Water quality in the Park is most important. No recreational area can be successful if the water supplies, for drinking and other uses, are polluted. Fortunately, in Quetico the waters are basically of good quality. The problem is to maintain that quality in the Park. Close supervision of this will be a constant requirement to ensure that the quality meets the most rigid standards. It will be essential to ensure that the waters flowing into the Park are always of good quality.

Water quality will be dependent in large measure on the actions of the users of the Park. Effective facilities, with close supervision, can go far towards ensuring this protection.

The effect of motorized transportation in the Park has already been discussed. It was shown that this conflicts with other kinds of recreation. It also has an adverse effect on the whole Park environment. The Committee has given careful study to this situation and to the ultimate exclusion of motorized boats and canoes.

One of the great assets of Quetico is found in its natural habitat and the working of the entire ecosystem. The protection of this from the effects of man's abuse should be a strong objective in the management of the Park. The prevention of fire that may be of man-made rather than natural origin is always a matter of great urgency.

Enemies of the environment are not all due to the carelessness of visitors. Insects and diseases may have injurious effects on the forest and in turn on the whole Park. The objective should be to aid nature in reducing and controlling these problems and their effects. It is an old and trite statement that we cannot command nature except by obeying her.

## 6.6 Administration

In the administration of such a large territory, with so many unusual features, it must be expected that a number of problems would arise. The fact that two contiguous park-land areas are in two countries, operating under separate governments, would seem to augment these problems. But what actually has been the situation over the years?

It has been noted that the Quetico-Superior Area is really one entity even though bisected by an international boundary. The problems are similar throughout the area. In dealing with these problems, what has been the relationship between the official agencies in both countries and those public spirited committees and organizations interested in the preservation and welfare of this combined resource?

It is well to direct attention to what has been involved in this Quetico-Superior movement. What has happened in the past presages well for the future. Quetico is recognized by the

Committee as a park distinct from other provincial parks, and hence special problems and solutions are called for.

The enthusiasm and tenacity in purpose of those early supporters and the many who followed after them cannot be surpassed. Gradually those efforts were organized on a sound functional basis for co-operative administration.

The early work was done by committees of citizens. In the mid 1930's there were two groups which felt keenly about the preservation of the Quetico Country as a wilderness area. The Quetico-Superior Committee was appointed in the United States. On the Canadian side of the border it was the Quetico Canadian Committee. This later became the Quetico Foundation. The U.S.A. group had the responsibility of acquiring a large acreage of privately owned land, now incorporated into the Boundary Waters Canoe Area of the Superior National Forest. Fortunately, the land on the Ontario side had been held for many years by the Crown.

By 1960, a new International Joint Advisory Committee was informally created to discuss matters of mutual interest and concern in the Quetico-Superior area. Known as the Quetico-Superior Joint Advisory Committee, this committee has proven to be an effective means for discussing common problems. It has been a fine example of co-operative thinking and action.

The work of the early activists for Quetico has brought gratifying results. The co-operative approach is now on a sound administrative basis. It has and can be a valuable measure for solving problems on both sides of the border. The efforts of these voluntary groups are most commendable.

Administration of Quetico Park rests with the Ministry of Natural Resources of Ontario, with some responsibility at the Federal level in the boundary waters and in the air above the Park. What are the problems that have arisen or are likely to arise under these conditions? The necessity for maintaining a high standard in the environment is clear, but how is this to be done?

In the administration of Quetico, the Committee has been confronted with the following problems:

1. Lack of sufficient personnel to administer effectively existing regulations when combined with the large area to be covered.
2. Difficulty of enforcement, particularly because of the high percentage of non-resident users of the Park.
3. Complications in administration resulting from the International Boundary and lack of a clear delineation between Federal and Provincial authorities.

These matters are particularly significant, and the results far reaching in the administration of an area so important as Quetico Park to the welfare and enjoyment of the people of the Province.

## 6.7 Land Management

A further problem in Quetico Park brought to the attention

of the Committee was related to land management. A number of inconsistencies were found in land ownership and land use. These tend to constrain management of the Park. The major problems in this may be listed as:

1. Private land holdings (mining claims and locations) within the confines of the Park. In so far as these interfere with the management concept of the Park, they call for correction.
2. Jurisdictional problems along the International Boundary as pointed out in the preceding. Clarity in this is necessary.
3. The present arbitrary Park boundary contributing to problems in visitor control.
4. The need for a redefinition of the buffer zone and suitable control within it. Such zone can have an important effect on the Park proper. Buffer zones should be established to protect the Park's environment. Any area set aside for restricted land use should prevent further private cottage development.
5. The influence of watersheds on the Park. The control of watercourses cannot be limited successfully to those within the Park. To be effective there must be suitable administration over streams outside the Park which enter into or traverse the Park.

## 6.8 Lac La Croix Band

The people most dependent on Quetico Park for their livelihood are the 150 or more residents of the Niguaguon Indian Reserve, commonly referred to as the Lac la Croix Band. Their village is located at the extreme south-west corner of the park. For several decades guiding visitors into the Park has been their principal source of livelihood. Evidence indicated that this band is one of the most self-sufficient in Northwestern Ontario, with a very low incidence of welfare payments and other government benefits.

Most of their guiding is done for one large and efficient tourist operator, but there are one or two smaller camps that employ the men, and occasionally, they guide independently. They also hold trap-line licences which in the past have augmented their summer earnings. However, during this past winter (1971-72) various government grants and incentive programmes have made available to the Band funds previously not provided. As a result, very little trapping has been done nor did any of the men work in the bush, other than on the Federal Local Incentive program.

Members of the Committee met with the band at their village to obtain their views on the future use of the park. From the evidence given, the committee formed the following conclusions:

1. The matter of gravest concern was the fear that outboard motors would be banned in the Park.

To a man, the guides agreed that without outboard motors, there simply would not be any call for their services. Most tourist parties consisted of middle aged businessmen and often their wives who would not be interested or capable of undertaking unmotorized canoe trips into the park.



2. The guests' principal interest was in angling, although many were not concerned about taking fish home with them.

3. The native guides expressed an aversion to acting as paddlers for such parties, mainly because most of the waters they traversed were too swift for up-stream paddling.

4. The Indians expressed a willingness to guide elsewhere in the park than from their Lac la Croix base (e.g. Prairie Portage entrance). They were only mildly interested in working in the Park as rangers or portage crews.

5. There was little interest expressed in establishing a commercial lumbering operation. They would like a saw-mill for their own use.

6. Questioned concerning the future, it appeared that most members of the Band were satisfied with their lot, they felt the village had been their home for generations, and they intended to stay there.

"Accuse not nature, she hath done her part;  
Do thou but thine, and be not diffident  
Of wisdom, she deserts thee not, if thou  
Dismiss her not"

Milton's Paradise Lost

The foregoing are seen as the major problems which confronted the Committee in Quetico Park. In summary, they may be listed in relation to the objectives or goals for the Park:

1. The need for clear objectives or goals. While much has been done in stating policy there appears to be a need at this time for the adoption of a clearly defined policy for the management of the Park under present and future conditions, supported by legislation.
2. The Park contains valuable economic resources, particularly timber. In spite of this, but only after assurance of alternative sources of timber and income, the Committee recommended to the Minister that commercial cutting be phased out. Appropriate action followed.
3. While Quetico Park was established and is being maintained for the use and enjoyment of the citizens of Ontario, the great majority of the users come from the United States (96% of the interior users). The Committee finds that lack of physical facilities, such as access roads, may be responsible for this public unawareness in Canada, along with distances from centres of population. Increased Canadian entrance points with appropriate overnight camping facilities should aid in correcting this. There is need for these Park facilities to be used by more people from Ontario.
4. Conflicts in the kinds of recreation to be permitted in the Park have arisen. A decision is required to set this procedure clearly within the concept for use of Quetico. It may not be necessary to limit the Park to one form of recreation, but rather to give priorities to certain uses.
5. There have not been sufficiently clear objectives and followup action to protect the environment of the Park if it is to be preserved to conform to the concept of a natural wilderness area of this kind.
6. The administration of the Park has been hampered by inadequacy in the number of staff and other facilities for effective management. This is in no way a reflection on the present staff and their activities but rather due to deficiencies in their numbers and clear authority. The present boundaries of the Park also create difficulties in administration, and these should be changed.
7. Difficulties in land management in the Park have also been found. These result from a number of problems, mostly of a physical nature, which have an adverse effect on management of the lands, such as ownership of some areas, jurisdiction along the boundary, Park boundaries, buffer zones, and water sheds. There should be no residences in the Park.
8. The position of the Lac la Croix Band calls for special consideration, particularly in respect to guiding and the facilities needed for this purpose.

9. Other problems of lesser magnitude are faced, all of which must play a part in formulating policy and administrative programmes for the future.

The foregoing are the findings of the Committee in respect to current problems. It must now follow that solution to these difficulties and deficiencies be sought. The Committee, accordingly, offers the following recommendations.



In offering recommendations for the future organization and management of Quetico Park the Committee has divided these statements into two groups, policy recommendations and administrative or managerial recommendations. The former may be considered as major activities to be included in specific terms in any policy declaration and in the legislation. The second group falls more clearly into those procedures involved in routine or management programmes.

### 8.1 Policy Recommendations

The following recommendations of the Committee result from the findings and studies made under the Terms of Reference: (These are not necessarily listed in order of importance or urgency.)

#### 8.1.1 The Objective for Quetico Park

The Government adopt and affirm as a policy for Quetico Park its preservation in perpetuity for the people of Ontario as a wilderness area not adversely affected by human activities, and containing a natural environment of beauty, historical, and recreational significance, and that all uses and activities permitted in the Park be compatible with this all embracing objective. This proposal needs to be examined in light of the present park classifications. The Committee believes that Quetico does not fall into any of the present "Classifications of Provincial Parks" (May 1, 1967), but that a new classification of "Wilderness Park" should be created.

#### 8.1.2 Park Boundaries

The present Park boundaries create difficult administrative problems. In some areas the water shore is the boundary. Campers could occupy the lake shore, and not being in the Park are not covered by its regulations. In other areas, the Park boundary cuts through the middle of a lake and this presents even more administrative problems of a similar nature. The Committee recommends that the Park boundaries be revised to conform with natural water boundaries; this to include totally in the Park Beaverhouse Lake, Bewag Lake, Batchewaung Lake, and Saganagons Lake, together with a further extension of one-half to one mile northward to protect the boundaries of northern lakes, and to exclude Lac la Croix from the Park. The accompanying map shows the watershed boundaries. Figure

#### 8.1.3 Buffer Zones

The present buffer zone around the park be altered to form three zones as follows:

**Zone A** — A buffer zone one mile beyond the recommended Park boundary, with certain adjustments as delineated in the attached map — (Figure 12). This should continue the present policy that this buffer zone include no additional private property rights, but that this be retained as Crown Lands.

**Zone B** — An area of restricted land use with certain control of development as specified under a land use plan to be designed to protect the Park.

**Zone C** — The entire watershed area of Quetico Park with the application of any restrictions necessary to safeguard the

environment of the Park (Figure 11). This should enable control to be exercised over the waters flowing into the Park and thereby minimize pollution and other deleterious uses of these waters.

#### 8.1.4 Nature Reserves

One or more nature reserves be set aside for scientific research into conditions affected by natural forces only, but these be excluded for general public access. The sizes and boundaries should be selected for this purpose. The objective here would be to preserve unique natural areas for scientific and educational purposes.

#### 8.1.5 Commercial Logging

No commercial logging be permitted within the Park and as recommended in resolutions of the Committee, dated October 24, 1970 and May 11, 1971, and accepted by the Minister and the Premier, and that this decision be incorporated into legislation.

#### 8.1.6 Rehabilitation of Cut Areas

The Mathieu camp be removed and all roads associated with this operation be eliminated as quickly as possible, and that all such roads and cutover areas be regenerated as soon as possible.

#### 8.1.7 Mining in Park

The present policy of no mining or prospecting be continued within the confines of the Park, that existing mining claims, patents and licences of occupation, be returned to the Crown, and steps be taken to bring this about with reasonable despatch. This action is intended to restore these areas into park use and control as quickly as possible.

#### 8.1.8 Park Fees

The fee schedule be adjusted from time to time and that any fee schedule should have as its basis a greater contribution to the operating costs by users of the Park. Non-resident users should pay a higher fee than resident users, commensurate with the cost of maintaining the International access points. This would recognize the pressure to which the heavily travelled canoe routes are exposed by users from the United States.

#### 8.1.9 Access Points

For greater convenience and to facilitate wider use of the Park by residents of the Province, entry be encouraged to the north by establishing additional access points at Beaverhouse, Bewag, Batchewaung, and/or Saganagons, and that there be flexibility in the continued use or replacement of existing access points, all of which changes are intended for convenience and for increasing the use by Ontario residents.

#### 8.1.10 Protection Against Over Use

In order to protect certain areas of the Park against over use, and to encourage greater use of the Park from Canadian entry points, a visitor quota system be adopted for use by the officials in charge. This measure should add to the enjoyment of visitors in those parts otherwise likely to be congested and should result in a more even distribution of visitors throughout the Park.

#### 8.1.11 Outboard Motors

In order to protect the environment, and particularly the

ecosystem, the ultimate goal for the Park encompass the banning of outboard motors, but because of the immediate effect this would have on local situations, certain areas be zoned for the use of outboard motors not greater than 10 HP. For the remainder of the Park this ban be made effective at once and these affected areas be appropriately posted and indicated on the maps.

The areas in which the use of motors not larger than 10 HP. be allowed be listed as follows:

1. For use by guides of the Lac la Croix Band:  
Beaverhouse Lake  
Quetico Lake  
Wolsely Lake  
McAree Lake  
Minn Lake  
Maligne River up to and including Tanner Lake

2. For use by the Public:  
The International Boundary Waters  
French Lake  
Pickereel Lake  
The Wawia River up to Kawa Bay on Kawnipi Lake

#### *8.1.12 Boundary Waters*

The International Boundary Waters within the Park area be posted to prohibit the use of motors in excess of 10 HP., and that the same procedure be followed as for the waters zoned in the preceding recommendation 8.1.11.

#### *8.1.13 Aircraft for Park Use*

An aircraft identified with the Ministry of Natural Resources and permanently based in the Park area, be used exclusively for patrolling the Park.

#### *8.1.14 Management of Park Environment*

Management of the Park environment include the following:

1. Insect and disease control when spraying will be effective and will not be unduly harmful to other life forms.
2. The prevention and suppression of forest fires within the Park.
3. The use of sanitary logging practices (non-commercial) including cutting and control burning.
4. Maintain in sanitary condition the areas within the Park, including campsites, portages, trails, access points, and accessible blowdown of trees.
5. Establish nature reserves in the Park for non-destructive scientific research directed to an understanding of wilderness.
6. The Park, with the exception of any designated nature reserves be made available to the public as a natural laboratory for study but destructive activities such as removal of plant species be prevented.

#### *8.1.15 French Lake Facilities*

In view of the historical significance of the Dawson Route, and the general interest of the travelling public in the area, additional or alternate facilities to French Lake be developed in an

adjacent area, such as Windigoostigwan Lake, and that such site be equipped with a museum and archive centre to contain all modern conveniences for the travelling public; and that the present French Lake area be retained in its present state for its traditional use by people of the area and as a starting point for canoeists entering the park. When increased congestion limits its use solely for canoeists entering the Park the public be given due notice of any proposed changes in administrative procedure.

#### *8.1.16 Legislation Needed*

Legislation be enacted to incorporate the recommendations submitted by the Committee, and the public be given due notice of any proposed changes in such legislation.

### **8.2 Administrative Recommendations**

The views of the Committee are expressed in the following recommendations on the administrative programme for Quetico.

#### *8.2.1 Historical Preservation*

Efforts be made to emphasize the historical preservation of the area through avoiding reconstruction or replacement of structures in the interior by protection of historical objects, particularly pictographs, and by preventing the removal of artifacts except by qualified persons authorized by government.

#### *8.2.2 Mechanical Transport*

No mechanical transport be permitted within the park except for:

control, management, and law enforcement by the Ministry.  
use by Indian trappers.  
aircraft as designated below.  
outboard motors as prescribed in paragraph no. 8.1.11.

#### *8.2.3 Use of Airplanes*

No aircraft be permitted to land in the Park exclusive of Beaverhouse Lake, except for control, management and law-enforcement and further that an appropriate ceiling of at least 4000 feet be observed over the Park.

#### *8.2.4 Litter Control*

Rigid control be exercised in the Park over litter by the observance, among others, of:

Prohibition of the use of non-burnable but disposable food and beverage containers.

Requiring that other containers along with metal foils and other refuse which is not burned, be carried out of the Park.

Latrines be provided at campsites and portages.

The building of shelters or wind breaks be prohibited.

#### *8.2.5 Trapping*

Trapping in the Park be limited to native people, and to others having existing trap lines but without transfer rights for the latter.

#### *8.2.6 Limits on Fishing*

No ice fishing be permitted, and the use of live baitfish be



prohibited in the Park, and that fish limits and seasons be controlled by the Ministry as the situation dictates.

#### *8.2.7 Training and Licencing Guides*

The Ministry institute immediately a training programme for resident guides, preferably at the Quetico Centre, and this programme be made available particularly for those who are physically qualified and are dependent on the Park for a livelihood, and for those who live in the immediate area of Quetico; and further the Ministry review its policy in respect to guides and fees with the ultimate aim to phase out non-resident guides; and when resident guides are available their employment be mandatory for large organized groups such as boy scouts, girl guides, and church groups.

#### *8.2.8 Hunting in Park*

In compliance with the concept for Quetico, no hunting or firearms be allowed in the Park.

#### *8.2.9 Park Personnel and Training*

Increased personnel be employed to administer the regulations and the requirements of the Ministry in the Park. A modern system of classification of personnel should be adopted. It is further recommended that the Ministry take steps to:

1. have forest rangers, park superintendents, district foresters and others as needed, sworn in and be given the authority of peace officers.
2. implement a training programme for park personnel, and to hold an annual seminar for them.

#### *8.2.10 Utilities Prohibited*

No utilities, such as hydro, electric power, telephone, or gas be allowed in Quetico Park except in the fringe areas and then only when required for service.

# Concluding Summary

This report on Quetico Park represents the study and findings of the Advisory Committee to the Minister of the Ministry of Natural Resources of Ontario. The Province possesses in this Park an asset of inestimable value to people, not only the residents of Ontario, but also the visitors who come in ever-increasing numbers to our domain. It will be obvious that every widely-used natural asset requires effective management if it is to serve the best interests of all people.

Quetico Park at this time calls for a clear and consistent policy on management, one that will be backed by legislation and public support. All the attributes for greatness in the years ahead are present in this park. There are compelling reasons why these should be oriented to serve the needs of Ontario's citizens.

It is clear to the Advisory Committee that this Park should be retained primarily for wilderness recreational purposes. There is substantial assurance that this can be done without undue financial loss to that area. The increasing interest in public well-being and the greater leisure time available now make this decision most timely.

While economics, especially for the local people, have been given serious consideration, the recreational aspects are still the dominant feature. The time is at hand and action is required to ensure that this objective will be the policy for the future. The report discusses these many factors and contains recommendations for putting the necessary procedure to work. The logical step is to adopt a policy and to incorporate this into legislation. Here is a great opportunity for action in the interests of the people of Ontario.

The complex nature of Quetico Park and the many demands upon it call for a programme of continuing review and critical analysis of the manner in which this provincial asset is serving the public. In order to accomplish such a continuing review, a committee (existing or otherwise) should be assigned this responsibility. It should carry out such a review at least twice a year, advising the Minister of the results of its meetings.

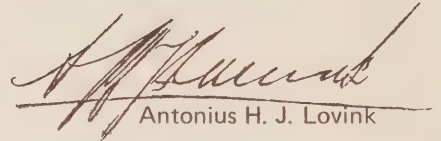
The members of the Advisory Committee appreciate the opportunity to be of service to the Minister and the Province. The report, Mr. Minister, is presented herewith for your consideration.



James H. Jessiman



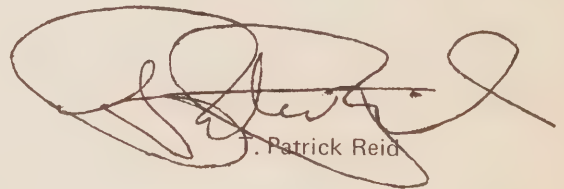
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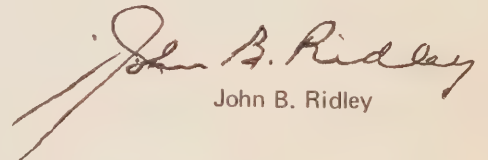
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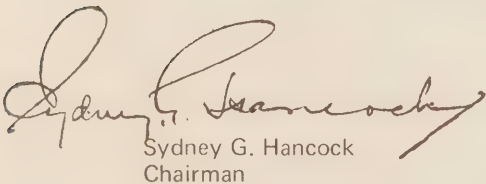
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Patrick Reid



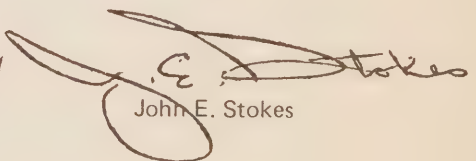
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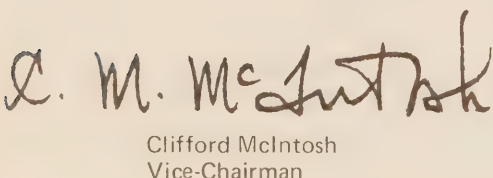
Sydney G. Hancock  
Chairman



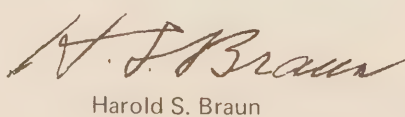
Albert E. Berry



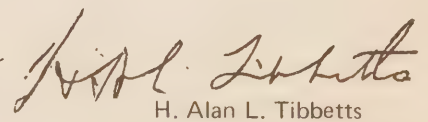
John E. Stokes



Clifford McIntosh  
Vice-Chairman



Harold S. Braun



H. Alan L. Tibbetts

"To the last portage and the height of land:  
Upon one hand  
The lonely north enlaced with lakes and streams,  
And the enormous targe of Hudson Bay,  
Glimmering all night  
In the cold arctic light;  
On the other hand  
The crowded southern land  
With all the welter of the lives of men,  
But here is peace.

Duncan Campbell Scott — in "The Height of Land"



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*The Fur Trade in Canada.* H. A. Innis.

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**Quetico Provincial Park Task Force**

*Chairman*  
R. A. Balkwill  
District Forester, Fort Frances

*Secretary*  
J. F. Wilson  
Parks Supervisor, Fort Frances

T. E. Doods  
Timber Supervisor, Fort Frances

T. Lee  
Parks Master Planner, Toronto

P. G. Rimmington  
Regional Land Use Planner, Thunder Bay

A. R. Stasus  
District Biologist, Fort Frances

S. Walshe  
Quetico Park Naturalist, Fort Frances (French Lake)

R. Williams  
Quetico Park Superintendent, Nym Lake

E. Markus  
Timber Supervisor, Fort Frances

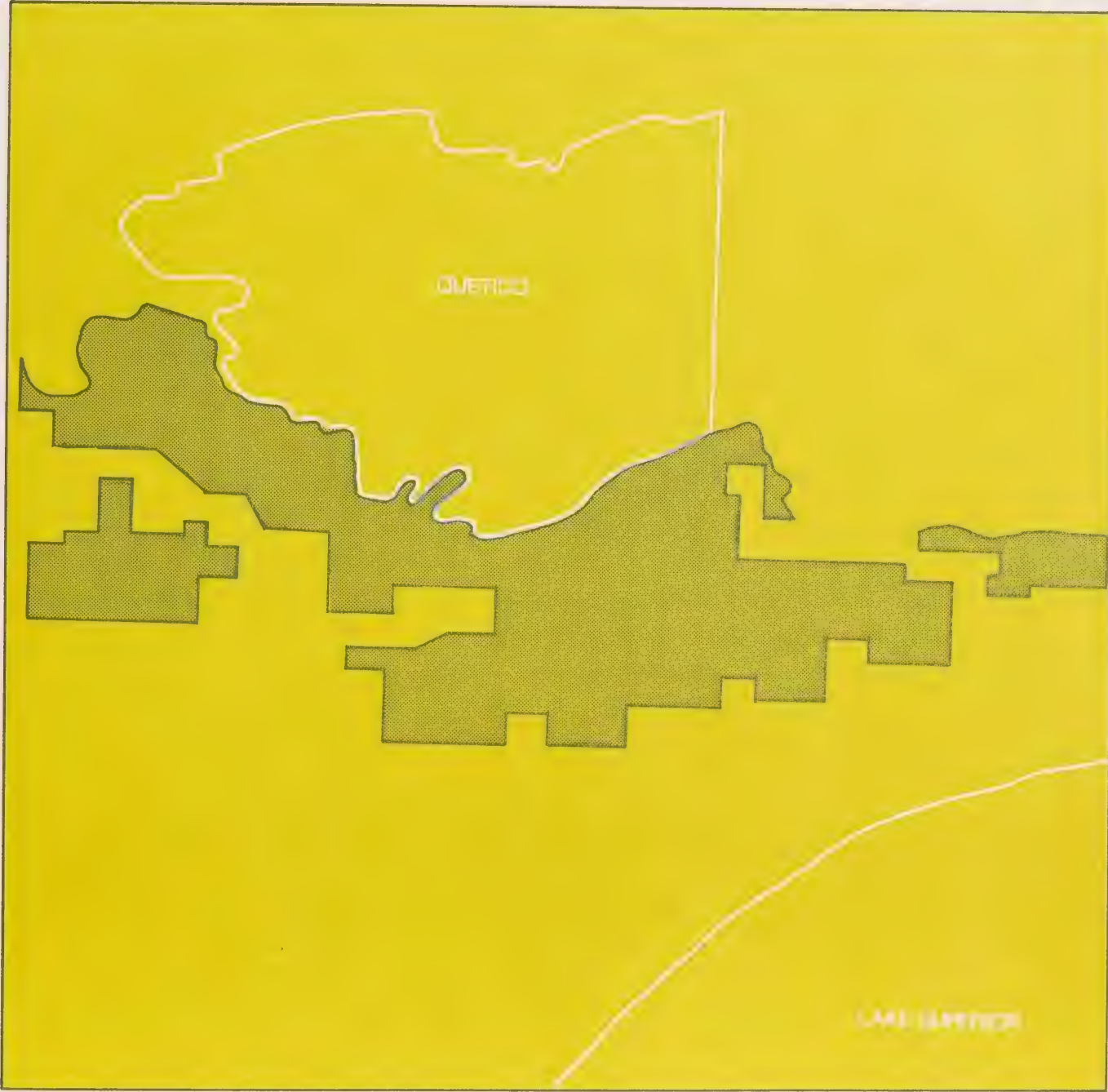
R. Brady  
Forest Protection Supervisor, Fort Frances

# Quetico Background Information

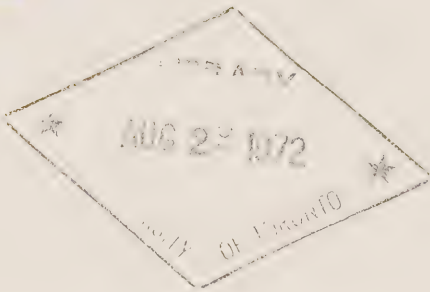
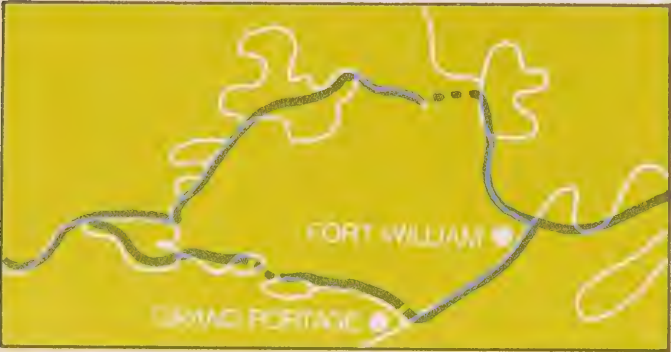
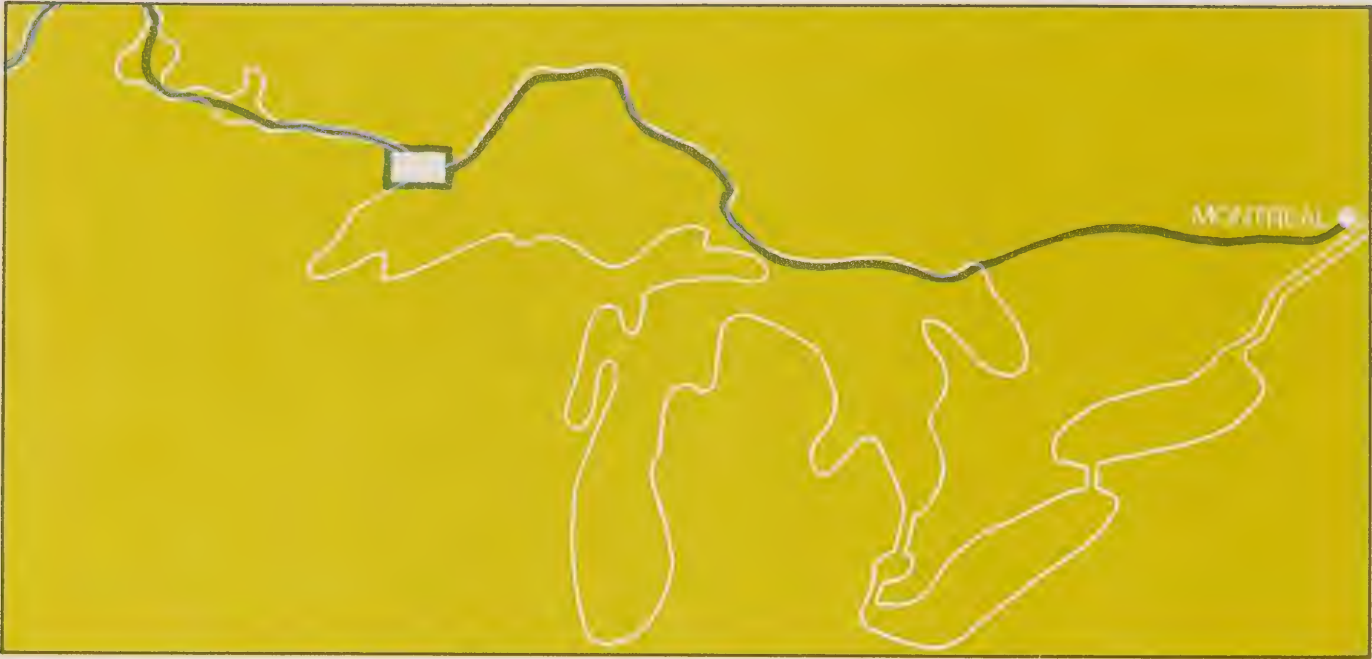
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Fur Traders' Route



# Quetico Report Map 1

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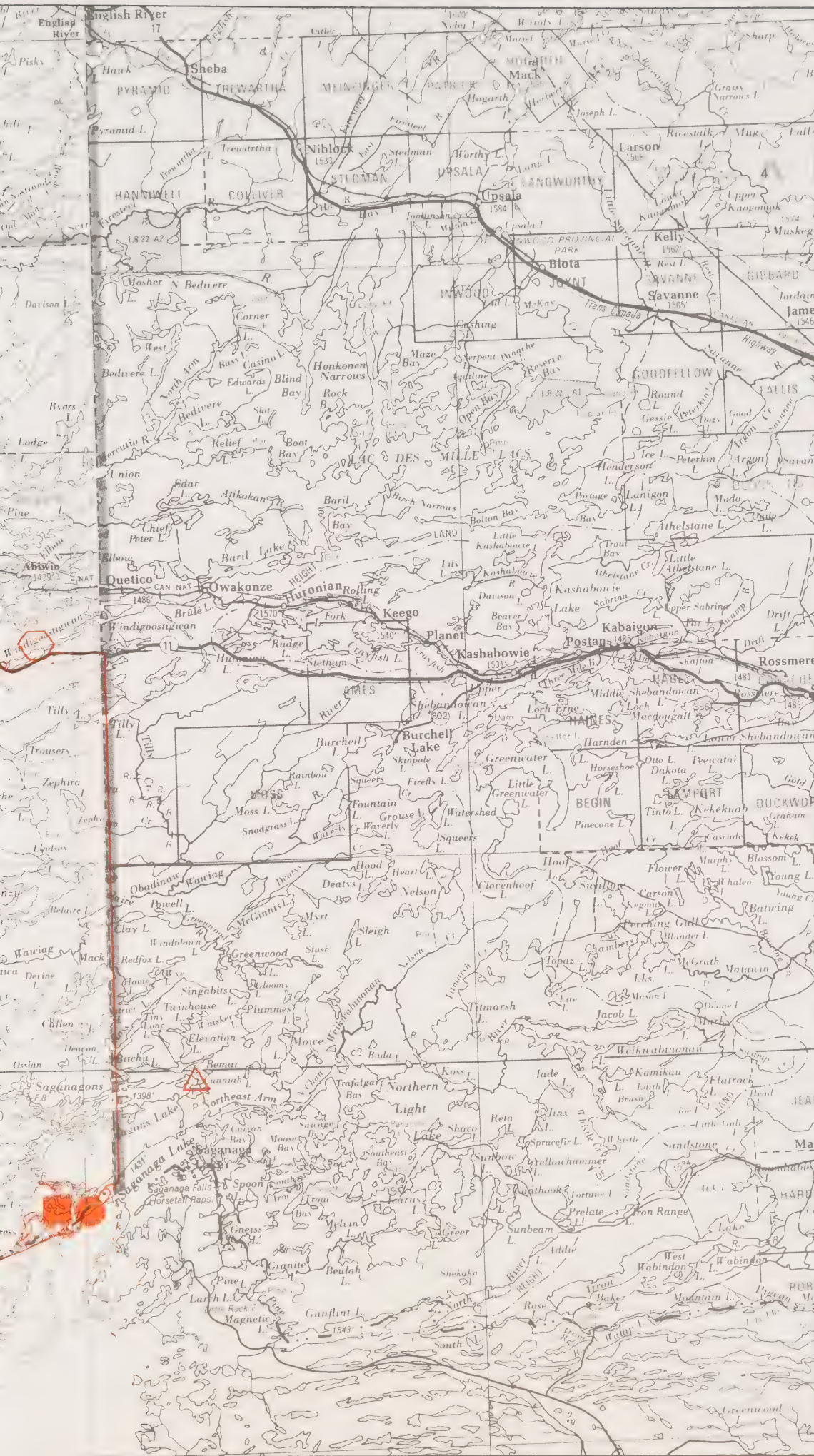
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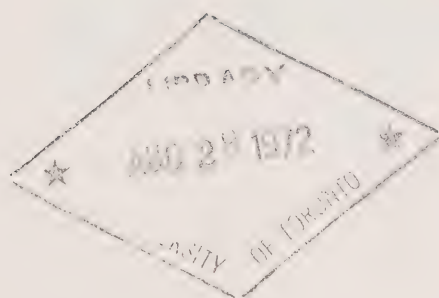


# Quetico Provincial Park



\* Areas in which the use of motors not larger than 10 horsepower to be allowed.

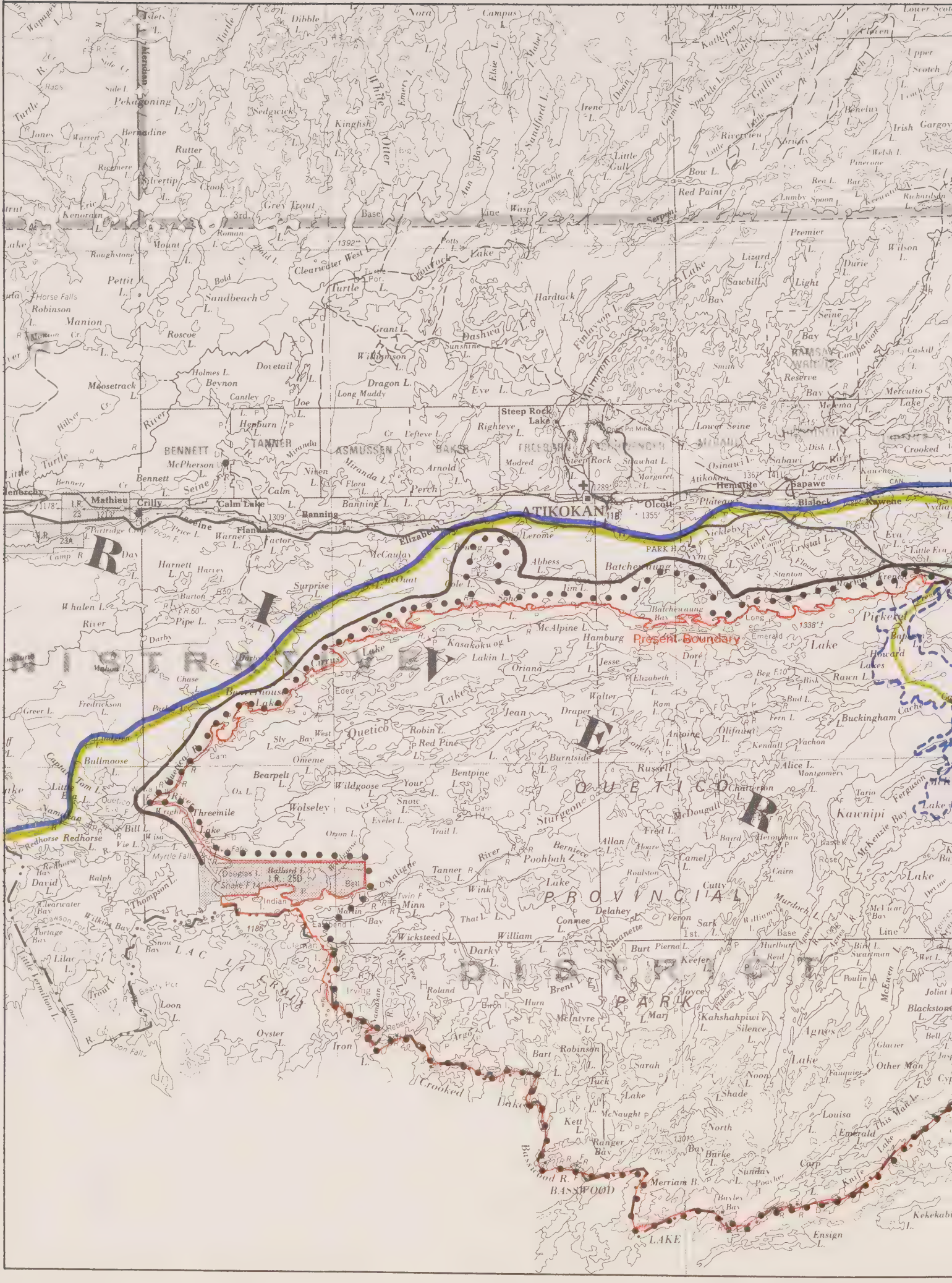




# Quetico Report Map 2

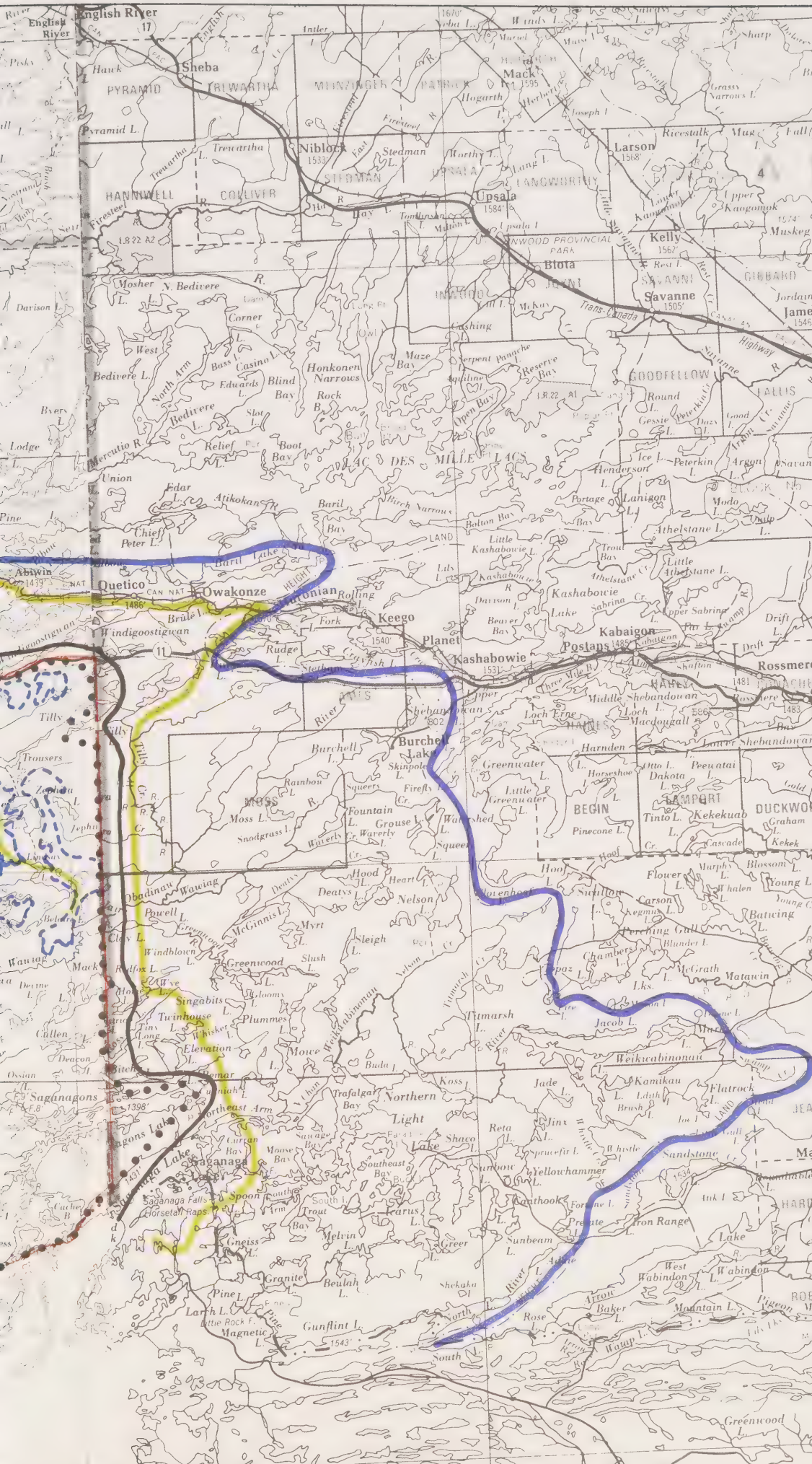
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# Quetico Provincial Park



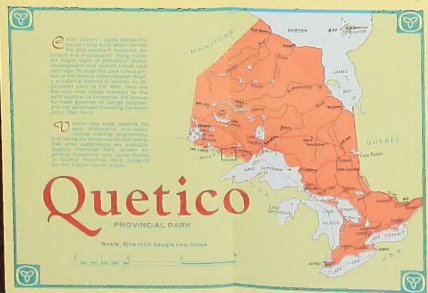
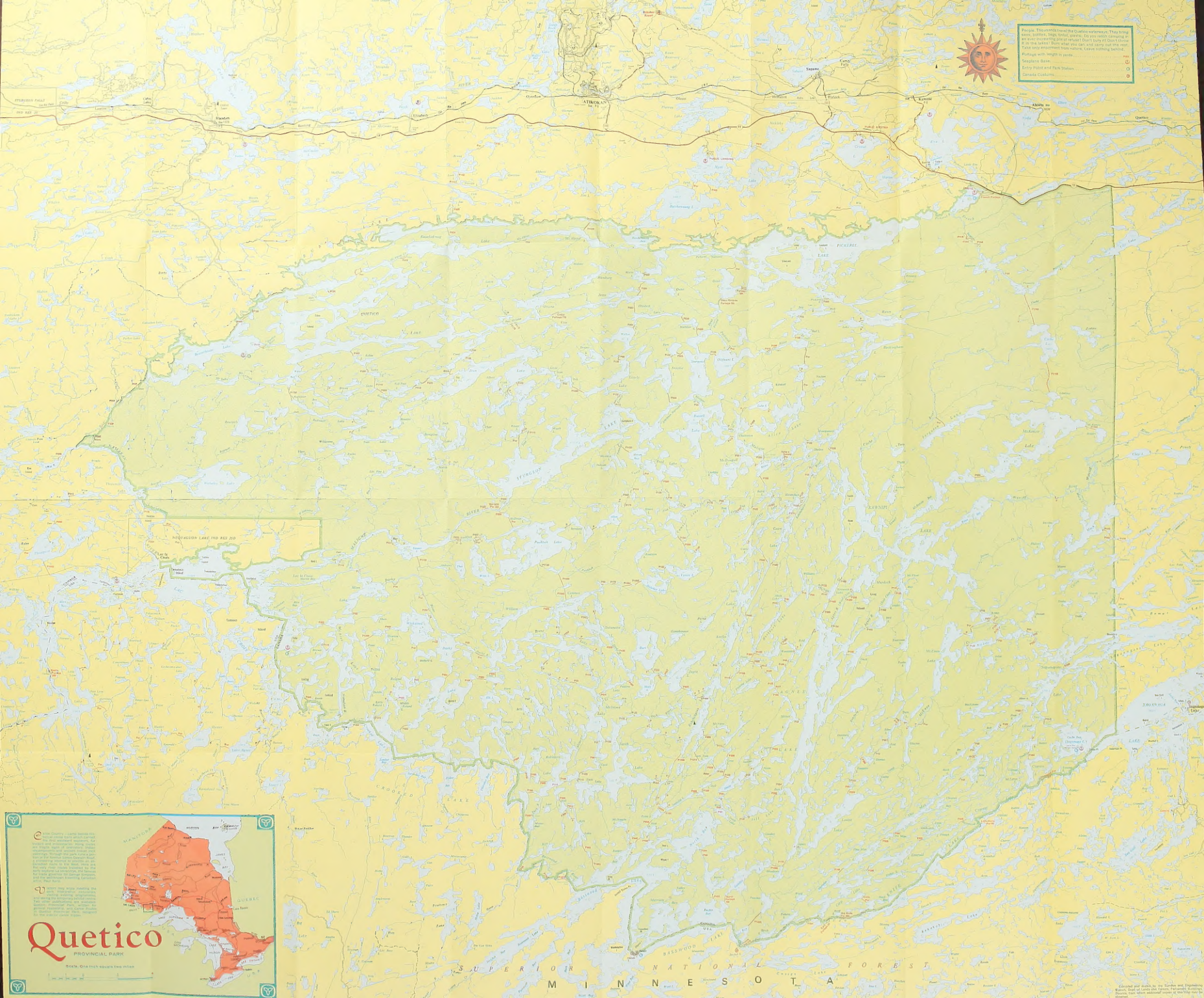
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-  Buffer Zone A
-  Buffer Zone B
-  Buffer Zone C
-  Cutover Areas (1960-61/1970-71)
-  Timber Haul Roads (A) Main
-  Timber Haul Roads (B) Winter Only







People often visit Quetico Provincial Park for its scenic views, fishing, hunting, and hiking. Do you have a plan for your visit? Here are some ideas to help you plan your trip. Do you have a plan for your visit? Here are some ideas to help you plan your trip.



**Quetico**  
PROVINCIAL PARK

SUPERIOR NATIONAL FOREST  
MINNESOTA

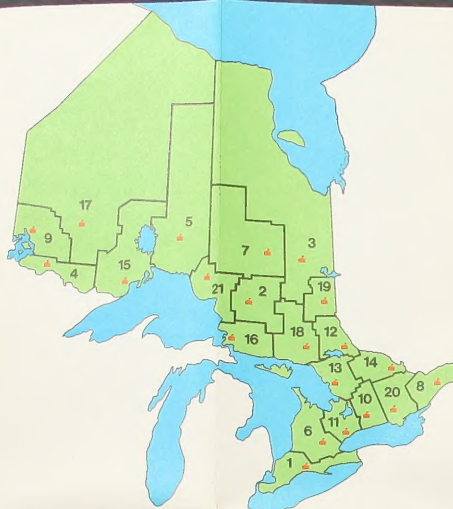
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# ONTARIO PROVINCIAL PARKS



## DISTRICT OFFICES

- 303 Talbot St. W.  
Ayr, Ontario
- 24 Birch St.  
Chapleau, Ontario
- 445 Fourth Ave.  
Cochrane, Ontario
- 202 South Street  
Port Huron, Michigan
- 288 Beamish Ave.  
Sarnia, Ontario
- Blanchard Rd.  
Hespeler, Ontario
- Government Rd.  
Kapuskasing, Ontario
- Provincial Government  
Building  
Kemptville, Ontario
- 808 Robinson St.  
Macleod, Ontario
- 322 North St. W.  
Lindsay, Ontario
- R.R. No. 2  
Merrill, Ontario
- 222 Appleton W.  
North Bay, Ontario
- 4 Miller Street  
Parry Sound, Ontario
- 160 Agnes St.  
Pembroke, Ontario
- 14 North Algoma St.  
Thunder Bay, Ontario
- Albion Building  
Chapleau, Ontario
- 18 Fourth Avenue  
Sault Ste. Marie, Ontario
- 174 Douglas St. W.  
Sudbury, Ontario
- Chapleau Rd.  
Sawatia, Ontario
- Metcalf Street  
Tweed, Ontario
- Winthrop Building  
White River, Ontario

PROVINCIAL PARK	PARK CLASS	HIGHWAY ACCESS	ADJACENT LAKE OR RIVER	AREA (km <sup>2</sup> )	ESTABLISHED	MANAGED	ELECTRICITY	TRAILER CAMPING	POISONOUS PLANTS	BOAT LAUNCH	BOAT RAMP	FISHING	HUNTING	WILDLIFE TRAIL	RECREATION (continued)
<b>ALQUODIN</b>	1	14	Thunder Lake	2,000	1929	A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(1) Thunder River Pondground			Thunder River			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(2) Copper Lake Campground			Copper Lake			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(3) D. H. McMillan Campground			Copper Lake			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(4) Hardwood Hill Picnic Area			Copper Lake			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(5) Copper Lake Picnic Area			Copper Lake			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(6) Copper Lake Picnic Area			Copper Lake			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(7) Copper Lake Picnic Area			Copper Lake			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(8) Copper Lake Picnic Area			Copper Lake			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(9) Copper Lake Picnic Area			Copper Lake			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(10) Copper Lake Picnic Area			Copper Lake			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(11) Copper Lake Picnic Area			Copper Lake			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(12) Copper Lake Picnic Area			Copper Lake			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
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(19) Copper Lake Picnic Area			Copper Lake			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
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(22) Copper Lake Picnic Area			Copper Lake			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(23) Copper Lake Picnic Area			Copper Lake			A	✓	✓	✓	✓	✓	✓	✓	✓	✓

PROVINCIAL PARK	PARK CLASS	HIGHWAY ACCESS	ADJACENT LAKE OR RIVER	AREA (km <sup>2</sup> )	ESTABLISHED	MANAGED	ELECTRICITY	TRAILER CAMPING	POISONOUS PLANTS	BOAT LAUNCH	BOAT RAMP	FISHING	HUNTING	WILDLIFE TRAIL	RECREATION (continued)
<b>LAKE SUPERIOR (continued)</b>															
(1) Katchewan Pondground			Katchewan River			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(2) Rabbit River Campground			Rabbit River			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(3) Old Woman River Pondground			Old Woman River			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(4) Old Woman River Pondground			Old Woman River			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
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(8) Old Woman River Pondground			Old Woman River			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(9) Old Woman River Pondground			Old Woman River			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(10) Old Woman River Pondground			Old Woman River			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
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(17) Old Woman River Pondground			Old Woman River			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(18) Old Woman River Pondground			Old Woman River			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(19) Old Woman River Pondground			Old Woman River			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(20) Old Woman River Pondground			Old Woman River			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
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(22) Old Woman River Pondground			Old Woman River			A	✓	✓	✓	✓	✓	✓	✓	✓	✓
(23) Old Woman River Pondground			Old Woman River			A	✓	✓	✓	✓	✓	✓	✓	✓	✓





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